

#5-59
Date

July 3, 1958

To: ☒ Director, FBI

From: (Suggester's name)

SA CLIFFORD G. ANDERSON *5/2*

Division of Assignment
CINCINNATI

SUGGESTION

When a summary report is submitted subsequent to the issuance of an Identification Order and additional aliases are set forth which were not included in the I.O., that the title of the summary report be marked "Changed" and reason for the change set out in the first paragraph of the details of the report as in other cases of changed title.

Reference is made to the case entitled, [redacted] was., FUGITIVE., I.O. No. 3101, UFAP (Burglary), Bufile 88-11260, Butte 00. The summary report of SA J. MASON MELVIN dated 1-15-58 at Butte listed additional aliases [redacted]

b6
b7C

[redacted] which were not included in the Identification Order.

Current practice or rule (Include manual citation as well as facts)

Advantages of suggestion and annual savings (include basis for estimate)

It is noted that in numerous instances on I.O. subjects and other fugitive cases that all of the aliases are not included but the wording "and others" set out after the last alias. Subsequently a summary report is submitted which includes all aliases, however, there is not indication in the title regarding the additional aliases set out which were not included in the I.O. If this suggestion is followed it would be a "flag" to the serializer in the CCO that additional aliases are being set out. This would eliminate possibility of missed searching and to insure that all aliases are properly indexed. The above could include all summary reports.

Disadvantages of suggestion

(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States)

☒ Mr. ☐ Mrs. ☐ Miss

REC-64
Clifford G. Anderson
SA CLIFFORD G. ANDERSON

Recommendations and comments of Division Head

Recommend adoption

REC-65
66-2435-2114
J. Mason, SAC
Signature and Title

(Do not write in this space - for Bureau use only)

and 7/10/58-ech
Ref to Mason's Div. 7/10/58-ech
Memo @ 2:00 PM to 7/15/58-ech

JUL 23 1958
So designated for
empl's pers file

32
EX-100
JUL 7 1958

* Ask ~~Richard~~ ~~advised~~ ~~under~~
~~transfer~~ ~~on~~ ~~SAC~~ ~~Springfield~~
~~to depart~~ ~~B'ham~~ ~~4/19~~ ~~and~~
~~arrive~~ ~~Springfield~~ ~~7/21~~

810-58
Date
June 26, 1958,

To: Director, FBI	From: (Suggester's name) ASAC ROBERT D. GIBBONS (12547)	Division of Assignment * BIRMINGHAM
SUGGESTION It is suggested that a considerable number of investigative reports now being prepared by auxiliary offices be eliminated by permitting auxiliary offices to transmit to the office of origin report inserts, FD-302 forms and SF-64 forms for inclusion in the next report by the office of origin, where the data developed in the auxiliary office is negative or not voluminous innature. It is suggested that this be applied to all investigations except those where the Bureau is office of origin, as in applicant cases. This suggestion is not intended to apply to security-type cases. Details are attached. <i>ELIMINATE REPORT INSERTS FROM AUXILIARY OFFICE.</i>		
Current practice or rule (Include manual citation as well as facts) Actual investigative reports are currently required in many instances.		
Advantages of suggestion and annual savings (include basis for estimate) (1) Provide a more simple and more economical method of handling negative and non-voluminous information by auxiliary offices. (2) Eliminate the necessity for the Bureau to receive and process a large number of small reports by auxiliary offices. It is believed that it costs about as much at the Seat of Government to process a short report as it does a lengthy one. (3) Provide a far more intelligible report by the office of origin since auxiliary office investigation can be inserted in its logical place and would greatly facilitate review and understanding in the Field, at the Seat of Government, and by United States Attorneys.		
Disadvantages of suggestion (See attached.) <i>REPORT INSERTS TO OFFICE OF ORIGIN FROM AUXILIARY OFFICES</i>		
(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States) <div style="display: flex; justify-content: space-between;"><div><input checked="" type="checkbox"/> Mr. <input type="checkbox"/> Mrs. <input type="checkbox"/> Miss</div><div><i>Robert D. Gibbons</i> ROBERT D. GIBBONS, ASAC. Signature and Title of Suggester</div></div>		
Recommendations and comments of Division Head I believe that this suggestion has considerable merit and should receive thorough study and consideration at the Seat of Government. <i>cc-designated for</i> <i>thru</i> <i>C. M. KELLEY</i> <i>SAC.</i> <i>Long suggestion being</i> <i>considered by</i> <i>Invest +</i> <i>7/2/58</i> <i>6 retained in T-11 Box.</i>		

67 JUL 16 1958
REC-55
ENCLOSURE
128
7/2/58
15 JUN 30 1958
2115
Memo (Zinn) 7/11/58 - HBT - c. - recommending study of report

FBI Handbook, Part I, Section 44A (A) (7) provides as follows:

"When an investigation is conducted by an auxiliary office and the results of the investigation are negative and of no immediate benefit in the solution of the case or location of the subject, the results of the negative investigation are not to be furnished to the Bureau by the auxiliary office but are to be furnished to the office of origin by letter, airtel, or teletype, as the circumstances may warrant, in the following classifications: 4, 8, 10, 15, 25 - registrant delinquency cases only, 26, 31, 42, 43, 45, 47, 52, 62 - Civil Aeronautics Act only, 70, 71, 76, 78, 87, 88, 90, 91, 103, 141, 142, 143, 144, 145, and 146. In all such cases, the office of origin is to summarize briefly the negative inquiry made by the auxiliary office in the next report submitted to the Bureau."

PART I

The above Handbook Section makes it possible for auxiliary offices to transmit negative investigation to the office of origin by some means other than by investigative report in a limited number of case classifications. The office of origin is, however, required to summarize such negative information in its next report. It is suggested that the auxiliary office be required to transmit by brief cover communication an actual report insert (as many copies as can be made in one run, or the number requested by the office of origin) to the office of origin for use in the next office of origin investigative report. A sample communication for illustrative purposes is attached. (See Exhibit A.)

This procedure will eliminate the need for summarization and retyping in the office of origin except where an unusual number of copies are involved in situations which could not be anticipated by the office of origin at the time leads are set out. Actually, in many cases, the office of origin will know at the time it sets out leads that a large number of copies of its report will be necessary and can instruct the auxiliary office in advance to stencil the report insert and furnish the desired number of copies.

It is believed that in relatively few instances will it be necessary for the office of origin to retype one of these report inserts because additional copies are necessary. It may mean that after inclusion in the office of origin report that a slightly more lengthy document will be submitted to the Bureau; however, it has been my own observation that most Special Agents in preparing their reports set out this negative auxiliary office data rather fully as distinguished from short, succinct summarizations. I do not, therefore, believe that there will be any noticeable increase in the length of office of origin reports. It is believed that any increase in length of office of origin reports will be more than offset by the saving of stenographic and Agent time in the auxiliary office and in the office of origin.

PART II

It is recommended that auxiliary offices be required to submit negative information as outlined above in insert form to the office of origin in all cases (except where the Bureau is office of origin, as in applicant cases) instead of limiting this treatment to the case classifications specified in FBI Handbook, Part I, Section 44A (A) (7), cited above.

It might appear upon initial consideration that in important case classifications, such as kidnaping, bank robbery, extortion, etc., that control and supervision at the Seat of Government might be handicapped since lead coverage by auxiliary offices which resulted negatively would not be made available to the Bureau until the office of origin submits its report. It is felt that existing instructions in all major case classifications requiring all offices to keep the Bureau promptly advised by expeditious means such as telephone, teletype and airtel of important developments in major cases sufficiently protect the interests of the Seat of Government and make certain that the Seat of Government will be advised of all pertinent developments. There is no reason apparent to me why the Seat of Government should have to receive, handle, and process reports containing only negative information in important case classifications.

PART III

The foregoing deals only with negative information. It is further recommended that auxiliary offices be permitted to transmit even pertinent and affirmative information, where not voluminous, to the office of origin by cover airtel or letter, attaching as many copies as can be made in one run, or requested by the office of origin, of forms FD-302 and SF-64, and, where appropriate, report inserts. The office of origin would, of course, incorporate this material in its next report without the necessity of retyping. Again, by the use of a reasonable amount of foresight, I believe in most instances the office of origin will be able to instruct the auxiliary office as to the number of copies desired at the time leads are set out, thus reducing to a minimum the number of instances where retyping would be required due to the lack of sufficient copies being furnished by the auxiliary office.

Investigative reports are now required in all instances where pertinent information is developed by auxiliary offices, except in 26 cases, where the exact treatment outlined above is not only permitted, but made mandatory by FBI Handbook, Part III, Chapter 44, which states:

"The office of theft must RUC case by airtel, teletype, or letter to the office of origin where no other facts except the details of the theft are developed. Then the office of origin must include the details of the theft in the report reflecting recovery information."

The implementation of the above manual citation is set forth more fully in SAC Letter 57-42 (D) which reads in part as follows:

"The following procedure should be followed concerning interview with owner of stolen automobile: Interview report form FD-302 should be prepared with sufficient number of copies to be used as an insert. Where number of copies needed not known, make at least ten copies..... Copies should be furnished to office of origin or office of prosecution where office of prosecution is different from office of origin with your RUC airtel or letter concerning the facts developed."

It will be noted that pursuant to the above instructions, in 26 cases auxiliary offices are now permitted, and in fact required, to submit some information which is pertinent and affirmative to the office of origin or prosecution without

preparing an investigative report. It has been observed that this procedure works very effectively and efficiently in 26 cases and there would appear to be no reason why this same treatment could not be applied to all investigative categories except where the Bureau is office of origin.

Our present basic report writing system, which requires numerous auxiliary office reports, makes a number of our files unnecessarily complicated and difficult to review and I am sure U. S. Attorneys must have the same difficulty. The more lengthy or complicated the investigation, the more difficult it is to read and assimilate a number of reports from many offices in a single case, particularly since under our filing system reports are placed in the file chronologically as to date of receipt in an office without regard to the order in which they must be read to understand a case. Essentially, we would have a much better reporting system if no reports were submitted by auxiliary offices and if reports were prepared only in the office of origin from the material resulting both from its own investigation and from the investigation by auxiliary offices. This material could be assembled in a logical and far more understandable fashion in a single report by the office of origin. I feel, however, that to suggest at this time that reports be prepared only by the office of origin would be too great a step to recommend at one time. For that reason, I have confined this portion of my suggestion to non-voluminous information obtained by auxiliary offices. I feel that we should proceed a little slowly to determine whether it is feasible to strive for a goal where only offices of origin would prepare actual investigative reports. If such a goal could be achieved, I believe it would result in tremendous savings to the Bureau, particularly at the Seat of Government, and make our cases far easier to supervise within the Bureau and to prosecute in the offices of the U. S. Attorneys.

In this portion of my suggestion, some question may be raised as to whether the Seat of Government would be handicapped in supervising and controlling important investigations. Again, I believe that outstanding instructions in all major violations requiring that the Bureau be kept advised of important developments by expeditious means would amply protect the interests of the Seat of Government.

The advantages of this procedure are as follows:

- (1) Provide a more simple and more economical method of handling negative and non-voluminous information by auxiliary offices.
- (2) Eliminate the necessity for the Bureau to receive and process a large number of small reports by auxiliary offices. It is believed that it costs about as much at the Seat of Government to process a short report as it does a lengthy one.
- (3) Provide a far more intelligible report by the office of origin since auxiliary office investigation can be inserted in its logical place and would greatly facilitate review and understanding in the Field, at the Seat of Government, and by United States Attorneys.

It is not intended that this suggestion apply to security-type cases.

EXHIBIT A*Office Memorandum* • UNITED STATES GOVERNMENT

TO : SAC, Albany (88-14739)

DATE: 6/26/58

FROM : SAC, Birmingham (88-12693)

SUBJECT:

 was. - FUGITIVE.UFAP - MURDER
(Albany: 00)Rerep SA Albany, 6/3/58.

Enclosed are nine copies of insert of SA
 setting forth negative results of investigation requested
in rerep, which you should include in your next report.

RUC.

2 Albany (Encls. 9)

1 Birmingham

JHJ:hwb

(3)

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66-2435-2115

ENCLOSURE

AL 88-14739

b6
b7c

The following investigation was conducted by
SA [REDACTED]

AT MARTINVILLE, ALABAMA:

On June 10, 1958, Detective [REDACTED] Martinville Police Department, advised he had not seen subject since April, 1957, and could furnish no information in addition to that previously furnished by him concerning subject's location.

On June 10, 1958, Sheriff JOHN L. PIERCE and Deputies [REDACTED] were recontacted and they could furnish no information concerning subject in addition to that furnished on original contact.

On June 12, 1958, [REDACTED] stated he had not seen subject since the spring of 1957, and could furnish no additional information concerning subject. [REDACTED] stated he is sure subject has not been in Martinville or surrounding area in recent months. [REDACTED] added that inasmuch as subject is aware that his relatives in this area are not in sympathy with his way of life and will not assist him, he is of the opinion that subject will not return to Martinville. [REDACTED] stated that should he learn any information which might lead to subject's apprehension he would immediately contact local authorities.

On June 12, 1958, [REDACTED] was recontacted and he could furnish no information as to subject's location. He advised that if subject should appear in this area he would immediately contact local authorities. He added that subject's relatives in Martinville and vicinity are not in sympathy with subject's activities and subject is aware of their feelings. He does not believe subject will return to this area.

Recontact with [REDACTED] on June 12, 1958, was made but he could furnish no information in addition to that furnished on last contact.

2115

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson

DATE: 7/14/58

FROM : Q. Tamm

SUBJECT: SUGGESTION #5-59
Submitted by SA Clifford G. Anderson
Cincinnati Division

Tolson _____
Nichols _____
Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____

SUGGESTION: When a summary report is submitted subsequent to the issuance of an Identification Order (IO) and additional aliases are set forth which were not included in the IO, that the title of the summary report be marked "Changed" and the reason therefor set out in the first paragraph of the details as in other cases of changed title.

ADVANTAGES STATED: Suggester notes that in numerous instances on IO subjects and other fugitive cases that all of the aliases are not included but the wording "and others" is set out after the last alias. Subsequently, a summary report is submitted including all of the aliases, however, there is no indication in the title regarding additional aliases being set out. Suggester believes that by marking the summary reports "Changed" it would be a flag to the serializer in the Chief Clerk's Office that additional aliases are being furnished. This would eliminate the possibility of missed searching and to insure that all aliases are properly indexed.

OBSERVATIONS: SAC Mason, Cincinnati, recommends favorably.

Investigative Division recommends unfavorably. IO subjects may have too many aliases to list on the IO, in which case only the principal aliases are set out, followed by "and others." Additional aliases appearing in summary reports would not be indexed automatically. The Manual of Rules and Regulations, Part II, Section 3, page 5, makes agent and supervisor responsible for indicating any additional indexing necessary. During In-Service classes, agents are reminded and will continue to be reminded of their responsibilities to insure all necessary indexing is done. The suggestion would result in an unnecessary exception to existing rules.

Training and Inspection Division agrees with the comments of Investigative Division and recommends no further action regarding this suggestion.

RECOMMENDATION: That the suggestion not be adopted. No further action is necessary as SA Anderson has been thanked by letter for his suggestion.

REC-13

12 JUL 18 1958

ceh
(3)

50 JUL 23 1958

1 - Personnel file of SA CLIFFORD G. ANDERSON (sent separately)

SAC, Salt Lake City

7/24/58

Director, FBI

REC-56-6-443-2117

REPORT WRITING

ST -100
Reurlet 7/17/58 inquiring as to whether copies of reports being sent to field offices should be described in the first paragraph of the cover letter.

It is not necessary to show in the first paragraph of the cover letter of a report the fact that copies of the report are being enclosed for various field offices. However, the reports enclosed for field offices should be counted in the number of enclosures listed at the lower left margin of the first page of the cover letter.

Please refer to the Manual for Field Stenographer, Section 3, pages 13, 14 and 15. In the example shown in the manual, copies of the report for other offices are not mentioned in the first paragraph of the cover letter except for Portland. Portland is mentioned in the first paragraph because the original signed statement is being sent to that office and that signed statement is not listed under enclosures to the report on page 15. Any time an office is to receive an enclosure to the cover letter other than a copy of a report the enclosure should be described in the first paragraph. Part II, Section 4A, 3a, (14), page 16, Manual of Rules and Regulations, sets out the instructions as to which items should be enclosures to reports and which items should be enclosures to cover letters.

FMB:vfb
(4)

Tolson _____
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Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____

MAILED 27

50 JUL 31 1958

MAIL ROOM 17

Office Memorandum • UNITED STATES GOVERNMENT

TO : DIRECTOR, FBI

FROM : *Paul J. [unclear]* SAC, SALT LAKE CITY

SUBJECT: REPORT WRITING

DATE: 7/17/58

4, (16) (a) Manual of Rules and Regulations, Part II, Section pertaining to cover letters, states in part:

State in first paragraph the documents of which the letter is the cover, i.e., investigative reports and/or letterhead memoranda. Immediately following, itemize and describe any other enclosures.

This office has interpreted the above instruction to describe as enclosures not only the copies of attached reports for the Bureau but also to describe as enclosures the reports for other offices who are receiving same. Incoming mail from some other offices indicate they follow the same procedure.

An Agent, recently returned from In-Service at the Seat of Government, has advised the class was instructed not to describe in the cover letter reports enclosed for other offices. It is noted some field offices are following this procedure.

The problem appears as to reports only and not other enclosures, nor to describing the enclosure for the Seat of Government.

Clarification by the Bureau would be appreciated.

2 - Bureau
1 - Salt Lake City
HMC: MEN
(3)

JUL 18 1958

-2117

SAC, Cincinnati (66-1662)

7/29/58

Director, FBI

EX-100
REPORT WRITING
USE OF INTERVIEW REPORT
FORMS (FD-302) -
INVESTIGATIVE CLERKS

Reurlet 7/18/58, which concerns the question of recording record information obtained by investigative employees when such information may be considered as subject of testimony in the future.

This question has not been previously raised. The problem is receiving consideration and study and you will be advised in the very near future as to how such information is to be recorded.

HBH:ekd
(4)

COMM-FBI
JUL 29 1958
MAILED 20

Tolson _____
Nichols _____
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Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____

MAIL ROOM

50 AUG 4 1958

Office Memorandum • UNITED STATES GOVERNMENT

TO : DIRECTOR, FBI

DATE: 7/18/58

FROM : SAC, CINCINNATI (66-1662)

SUBJECT: ⁰ REPORT WRITING - USE OF
INTERVIEW REPORT FORMS (FD-302) -
INVESTIGATIVE CLERKS

The Cincinnati Division has three Investigative Clerks, one at Cincinnati, one at Columbus and one at Dayton. These Clerks make record checks at various Municipal, State, County and Federal agencies and frequently the information which they obtain could be considered as possible future testimony. Therefore, it appears that in instances of this type the information which they obtain should be placed on an FD-302.

If an FD-302 form is prepared, the question has arisen as to whether the Investigative Clerk should be named as the person conducting the interview. It is realized that the Bureau does not desire to have Investigative Clerks identified in the details of a report.

The Bureau is requested to clarify this situation.

- ② - Bureau
- 1 - Cincinnati

JHT:JS
(3)

REC-6

66-2435-2118

ext ask
7/29/58
HBF-ekd

EX-10

27

91
fj

7/29/58

SAC LETTER NO. 58-44

(I) CINRAD - INTERNAL SECURITY - R -- In the past various field offices have submitted semiannual reports in connection with this program. Copies of these reports have been disseminated by the Bureau to the Atomic Energy Commission (AEC) which now has advised that it no longer is in need of the information contained in these reports since the same data is in Atomic Energy Act - Applicant or Employee reports which also are disseminated to AEC. Accordingly, the preparation and submission of Cinrad reports should be discontinued. Copies of letters submitted to the Bureau each six months in the Security Risk Program should continue to be designated for the appropriate Cinrad subfile at the Bureau as should any information developed during Atomic Energy Act - Applicant or Employee investigations which indicates possible attempts by the Communist Party to infiltrate the atomic energy program in the United States.

Manual of Instructions revisions will be furnished in the near future.

50 AUG 5 1958

166-2435-
NOT RECORDED
76 AUG 1 1958

ORIGINAL COPY FILED IN

50-59

Date
July 24, 1958

To: Director, FBI

From: SAC JAMES E. MILNES, GS-15

Employee assigned to (Division)
Minneapolis

SUGGESTION

Minneapolis

It has been observed that there is a great amount of letters and airtels being written throughout the Field from one office to another containing information in cases which ultimately has to be placed in a report by the office of origin. In one instance involving a top hoodlum case, the final report was approximately 37 pages in length, and 14 pages had to be retyped from airtels or memos from auxiliary offices. In view of this, it is suggested that the Bureau address a communication to all SACs pointing out this fact and advising that wherever possible a report should be utilized rather than long airtels or letters, and thereby effecting a great deal of saving in typing them throughout the entire Field.

0
K. V. L.

Current practice or rule (Include manual citation as well as facts)

Currently, a great deal of information is recorded in letter or airtel form and transmitted in that manner to the office of origin to be re-typed in a report by the office of origin.

Advantages of suggestion

It would reduce the amount of typing to be performed throughout the Bureau since frequently, in fact in nearly every instance, the same information has to be retyped and placed in an investigative report form by the office of origin. This is particularly true in top hoodlum cases and fugitive cases. The advantages of the suggestion will be a considerable saving in typing and stenographic work in that a great percentage of this work has to be retyped in report form.

32
EX-139
JUL 28 1958

Disadvantages of suggestion

The Bureau will be receiving additional copies of reports not previously received.

Annual Savings (Show basis for estimate)

Unknown.

cc-designated for
empl's pers file

REC-85

EX-139

3 JUL 29 1958

(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States)

☒ Mr. ☐ Mrs. ☐ Miss

Signature and Title of Suggester
Special Agent in Charge

Recommendations and comments of Division Head

3 - Bureau
2 - Minneapolis
JEM:RSK
(5)

1 designated for empl's pers file.
1 retained in T & I file.
1 retained in 7-1-58
Letter to Mr. Milnes 8/1/58 - WWD

Signature and Title

ECH

UNRECORDED COPY FILED IN 100-50501-100

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. D. J. Parsons

DATE: July 30, 1958

FROM :



Tolson _____
 Boardman _____
 Belmont _____
 Mohr _____
 Nease _____
 Parsons _____
 Rosen _____
 Tamm _____
 Trotter _____
 W.C. Sullivan _____
 Tele. Room _____
 Holloman _____
 Gandy _____

SUBJECT: PARAGRAPH 10, PART II, PAGE 24a
 FBI HANDBOOK DELETION

REPORTS

The above-referred to passage in the FBI Handbook states:

"Results of FBI Laboratory examinations reported to an office by wire which includes all the required details and results of the examination will have status "RUC" and no written report will be furnished the field office."

Experience indicates it is generally necessary to follow any wire or airtel setting forth examination results by a Laboratory report so the field office will have an exhibit item for use in event of trial. It, therefore, appears the above Handbook quotation is obsolete.

There is no comparable passage in any of the other Bureau manuals and the only change required would be in the FBI Handbook.

RECOMMENDATION:

That Paragraph 10, Part II, Page 24a of the FBI Handbook be deleted.

1 - Mr. Tamm, Room 5256

66-1934

WDG:mb
 (6)

REC- 66

66-2435-2120

SET - 13

11 AUG 5 1958

*Manual
 revised
 fmb
 11/9*

68 AUG 11 1958

66-1934

2-fmb

66-1934-11
 TELETYPE UNIT FILED IN

Sag Phoenix
7-31-58

del

Investigative Reports

*POSTING - Part II, Section 3, Page 19, Manual of Rules and Regulations provide that communications which furnish results of investigative activity in report form or in some other form in lieu of an investigative report, or request investigation based on investigative activity, should be posted. In the past this has been interpreted as not including intra-office memoranda which furnish the results of investigation. It is suggested that intra-office memoranda which furnish the results of investigative activity or which requests investigation based on investigative activity, be included as a postable item. (Submitted by SA William Earl Miller).

2354

EX-124

REC-59

NOT RECORDED

162 AUG 8 1958

66-2435-2121

ORIGINAL COPY FILED IN 66-2765-

7/13/58
AUG 13 1958

Sac, Phoenix
7-31-58

del

Report Writing

REPORTING INTERVIEWS - It is recommended that forms FD-302 and SF-64 be abolished for purpose of recording information of a possible evidentiary value, and that such information be merely set forth on separate pages. This will eliminate re-typing when information set forth on incorrect form, yet original of each page will serve same purpose as FD-302 and SF-64. (Submitted by SAC J. P. McMAHON).

~~X Form FD-302~~
~~X Form SF-64~~

EX-124
REC-59

166-2435-2122
NOT RECORDED
62 AUG 8 1958

67 AUG 13 1958

ORIGINAL COPY FILED IN 66-2435-233-4

RE: SF-64 and FD-302

PROBLEM: Under the new report writing system of the Bureau, SF-64 is used in reports to record interviews with subjects and also to record data to which an Agent might be called upon to testify in the trial of a case. FD-302 is used to record an interview with prospective witnesses in a case.

RECOMMENDATION: Consolidate SF-64 and FD-302 into one form.

JUSTIFICATION: In the interest of uniformity and simplicity in reporting, it is believed that the two above forms could be consolidated and only one form, the SF-64 required to record the testimony that might be expected from Agents in the course of their investigation, from interview of witnesses and to record statements made by subjects.

Lab

Report Writing

Say Atlanta
8-458

*APPROVAL OF REPORTS BY AGENTS

Part II, Section 4, Page 44, Manual of Rules and Regulations, requires that when available to do so agents are to read reports dictated by them prior to dissemination or transmittal to the Bureau, that in any event the dictating agent shall read and initial all reports within thirty days from the date of the report or the first practicable opportunity thereafter. This is not only an administrative burden on agents but also on the clerical staff of an office.

An agent dictates a report. The stenographer places it in an outgoing box and it is put in the agent's mail rack. He comes in late in the afternoon and in most instances the report is dated that day. He must read it at that point and get it in to the supervisor. Net result - most reports hit the supervisory desks late in the afternoon and in many instances after 5:30 P.M. If the agent finds errors in the report he will in many instances not initial it, but puts his notations of errors on top of the file for consideration by the supervisor. If the supervisor feels the corrections are justified and sends the report back to the steno pool, the steno makes the corrections, and since the agent did not initial the report in the first instance it goes back to him again. As a practical matter the system does not work. In many instances we have to get the reports out without the agents seeing them. This rule as to agents seeing their reports before they go out applies only to headquarters city agents in the first place, and obviously does not apply to resident agents. I frankly do not think there is any larger percentage of errors in reports written by resident agents than reports written by headquarters city agents, and that there is no more justification for headquarters agents reading reports than it is for resident agents reading them.

I am well aware that this rule was adopted in the interest of accuracy, but as I indicated before the supervisors are taking the responsibility in approving and sending out reports by resident agents, and I do not think there is any larger percentage of errors in reports approved solely by the supervisor than in reports read and initialed by agents before they reach the supervisor. Frankly I feel that this regulation slows down the mail and causes considerable inefficiency in a field office operation.

EX-124

59 AUG 14 1958

REC-15

AUG 11 1958
116

166-2435-2124

ORIGINAL COPY FILED IN

66-2765-2358

The above Bureau instructions also state that "in any event dictating agents shall read and initial all their reports within thirty days of the dates of reports or the first practicable opportunity thereafter." Apparently this rule was put into effect to insure that the resident agents, road trip agents, and agents who were not immediately available in headquarters to read a report they had dictated would have the same opportunity of examining their reports as agents who read them before they went out.

There is only one sure way of complying with these instructions, and that is an absolute rule to the serializing clerks that if an agent's initials do not appear on one copy of the report they must route the report out to him, be he in headquarters city or a resident agency, so that he will initial it. Net result is an increased volume on the serializing desk, because instead of being able to place an RUC or closed report, or pending report, immediately in file the serializing clerk must make out a chargeout slip, send it to the agent, who must initial it and return it. At that point it is a returned serial and has to be put back in the file. The net result is that agents are receiving a lot of mail that 99% of them do not care whether they see or not. Another way of complying with this part of the rule would be to simply instruct the agents in headquarters city that they must examine and read any report they dictate within thirty days and leave the responsibility on their shoulders to call for the file and read the report and initial it. We could not do this, of course, with resident agents, but would have to follow our present procedure of routing the report to them.

I frankly feel that if the regulations were complied with in this fashion and left solely to the agents, there would be very few instances where agents would take the time to pull the files just for the purpose of initialing the reports they dictated.

I frankly feel and recommend that these procedures mentioned above be done away with, and that we go back to the old system of routing reports back to agents only where they have to have them for lead purposes, in which event the supervisor writes the name of the agent on the report and it is then returned to him.

FEDERAL BUREAU OF INVESTIGATION
UNITED STATES DEPARTMENT OF JUSTICE

ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED

DATE 8/5/80 BY SP4ELW/cal

EMPLOYEE SUGGESTION

#118'59

EXP. PROC.

AUG 11 1958

Date: August 8, 1958

To: Director, FBI

From: SA GORDON B. PLAYMAN

Division of assignment: Minneapolis

SUGGESTION: It is suggested that in the future, when reports are prepared on security subjects and organizations, the reporting agent also prepare a memorandum listing the serial number of each channelizing memorandum which contains information obtained from security informants, is pertinent to the subject of the report, and is included in the report. He will not list channelizing memoranda which contain other information which may be of future value in the investigation of the subject, or which contain material which has been indexed. He will direct the Chief Clerk to destroy the serials listed. After completion of the report and upon receipt of this memo, the Chief Clerk will destroy each serial listed, since the pertinent information is now duplicated in the completed report, and the informant is clearly shown in the report's cover letter, which also contains the location of the informant's original report, should this info be needed for Current practice or rule (include manual citation as well as facts): review in the future.

Part II, Section 3, page 12, Manual of Rules and Regulations, provides that in 65, 100 and 105 classifications, the office of origin may destroy all copies except one of each serial after the files have been closed 10 years.

Advantages of suggestion:

Chief advantage would be a reduction in the increasing number of file cabinets necessary in the storage of the ever expanding files of the closed 100 classification. It is estimated that with the Bureau's increased informant coverage and the consequent increase in channelizing memos, these memos constitute over 75% of the total bulk of serials now going into 100 case files. Of this amount, 80% of all channelizing memos could be destroyed each year in accordance with this suggestions. This would means a

Disadvantages of suggestion: (60% reduction in future space required for (storage of these files.

Chief disadvantage would appear to be the unavailability in the case file of a separate memorandum for each item of information furnished by each informant. However, the information is duplicated in the current report and can be located easily by a review of the report. Moreover, the original info in the informant's file, rather than that set out in the channelizing

The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States.

memo, is the proper place to recheck the accuracy of the information.

10 AUG 21 1958

(Signature of suggestor)

Special Agent

Recommendations and comments of Division Head:

Recommendation favorable. This will materially reduce the space necessary for filing. It will eliminate needless material in the files at no sacrifice of content.

3 - Bureau

2 - Minneapolis

GBP:RSK

(5)

(Signature & Title)
Special Agent in Charge

UNRECORDED COPY FILED IN

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson

DATE: 8/8/58

FROM : Q. Tamm *[Signature]*

Tolson _____
 Nichols _____
 Boardman _____
 Belmont _____
 Mohr _____
 Parsons _____
 Rosen _____
 Tamm _____
 Trotter _____
 Nease _____
 Tele. Room _____
 Holloman _____
 Gandy _____

SUBJECT: SUGGESTION #41-59
 Submitted by SA Thomas A. Bronstad
 San Antonio Division

PRESENT PROCEDURE: When SF-64 (office memo) is used to record an interview with a witness and during the interview a description of a subject is developed, current Bureau instructions state that the SF-64 should be inserted in the report in sequence with all other investigations conducted concerning the subject. In addition, Bureau instructions state that as a general rule, descriptions of subjects should be set forth on the last page of the report where possible.

SUGGESTION: In effect, SA Bronstad suggests that the SF-64 used in recording a description not be inserted in the report in sequence with other investigations concerning the subject but that the SF-64 be made the last page of the report.

ADVANTAGES STATED: Having description on last page of report is considerable assistance in conducting name searches. When SF-64s are placed in the middle of the report, time is lost in thumbing through the report to find the subject's description.

OBSERVATIONS: SAC Blaylock, San Antonio, recommends favorably. He feels that physical descriptions of subjects and suspects should be set forth at the end of the report whether SF-64 is used or not.

Training and Inspection Division recommends unfavorably. It is not believed desirable to make it an exact requirement in every instance that the description be placed on last page of report since it would not, in most instances, fall in logical sequence of the report. At present the instructions state that it is preferable to set out descriptions on the last page of the report where possible and it is believed this is the practice followed throughout the field. Training and Inspection Division, considering all aspects of the suggestion, feels that the current instructions should not be changed along the lines proposed by the suggester.

RECOMMENDATION: That the suggestion not be adopted. No further action is necessary inasmuch as SA Bronstad has been thanked for his suggestion.

EX-124

REC-25

61-2435-2126

4 AUG 14 1958

ceh
 (3)

57 AUG 25 1958

1 - Personnel file of SA THOMAS A. BRONSTAD (sent separately)

41-59
Date

July 22, 1958

To:
Director, FBI

From: (Suggester's name)
THOMAS A. BRONSTAD 13

Division of Assignment
FBI, SAN ANTONIO

SUGGESTION

The FBI Handbook should consistently indicate that descriptions should be set out on last page of report. The suggested change has been underlined below: A description is sufficient additional information to require that all be put on SF-64, with description preferably set out on last page of report.

~~EXP. PROC.~~
JUL 29 1958 37

Current practice or rule (Include manual citation as well as facts) Handbook Part I, Page 26e, Paragraph 44 C3, "A description is sufficient additional information to require that all be put on SF-64"; Handbook Part I, Page 33, Paragraph 50 B: "Physical descriptions...should be...preferably set out on last page of report".
Advantages of suggestion and annual savings (include basis for estimate)

For a period of approximately ten years Bureau has followed practice of placing descriptions at end of report. This procedure is of considerable assistance to the Seat of Government and division offices in making name searches. The practice recently established of placing descriptions at end of SF-64s results in descriptions being placed in middle of reports and causes frustration and much loss of time and efficiency in searching names. This procedure necessitates thumbing through entire reports searching for physical descriptions.

Disadvantages of suggestion

None

EX-124 REC-25

6-2435-2127

3 JUL 29 1958
8-15

(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States)



Thomas A. Bronstad, Special Agent
Signature and Title of Suggester

67 AUG 25 1958
Recommendations and comments of Division Head

I heartily agree with the suggestion of SA BRONSTAD and recommend adoption by Bureau. Physical descriptions of subjects and suspects, whether requiring SF 64 forms or not should be placed at the end of report.

W. B. C. - SAC
Signature and Title

(Do not write in this space - for Bureau use only)

ack 8/1/58 - C.

T & J Dir. Concurrence
Memo to Bureau

cc-designated for
empl's pers file

8/5/58 C.C.

5 - Bureau
1 - Personnel File

1 - San Antonio (66-720)
TAB/ele

SAC, New York (100-00)

8/21/58

66-1157-2128
Director, FBI

REC-44

SECURITY INVESTIGATIONS

Reurlet 8/14/58.

128
Your suggestion concerning the designation of summary reports is being considered in connection with other suggestions relating to report writing and the indicated discrepancy will be removed.

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Nichols _____
Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Winterrowd _____
Tele. Room _____
Holloman _____
Gandy _____

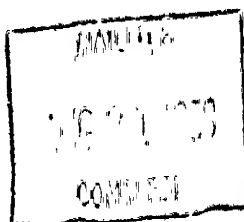
HBf:ekd

(4)

Mail Room

AUG 27 1958

7130



Office Memorandum • UNITED STATES GOVERNMENT

TO : DIRECTOR, FBI

DATE: 8/14/58

FROM : SAC, NEW YORK (100-00)

SUBJECT: SECURITY INVESTIGATIONS

Section 87D, Manual of Instructions, Volume III, page 72 (revised 1/13/58), top two lines, instructs that in Security investigations initial summary reports are not to be marked as prosecutive or investigative summaries.

The Manual for Field Stenographers, Section III Report Writing, page 29 (revised 1/27/58) provides that in a nonprosecutive (investigative) summary report the word "Investigative" should be shown on page 1 before the printed words "Summary Report".

UACB it is presumed that there was no intention to alter the instructions of 87D in the Manual for Field Stenographers. The suggestion is made that when the Field Stenographers Manual is subsequently revised a notation be placed on page 29 in the synopsis as follows: "Except in Security investigations".

2 - Bureau (RM)
1 - New York

CJR:BHT
(3)

110-59

Date

8/5/58

To:

Director, FBI

From:

SA

Employee assigned to (Division)

Dallas

b6

b7C

SUGGESTION

That signed statements, extortion letters, correspondence, published material, etc., which must be set out verbatim in investigative reports and other Bureau correspondence, be reproduced where logical and practical by use of available duplicating equipment, and such reproduced pages be included as pages in reports and other correspondence.

TO BE INCLUDED IN INVESTIGATIVE REPORTS

REPRODUCED

Current practice or rule (Include manual citation as well as facts)

Such material is now being typed (in accounting cases and some other instances, work papers are now reproduced, with reproduced copies as pages in reports)

Advantages of suggestion

1. Tremendous saving in time of typists and stenographers.
2. Assistance in preventing or eliminating "bottle-necks" in steno pool.
3. Insurance of exact reproduction of material, eliminating much now necessary proof reading by clerical and supervisory personnel.
4. Would present visual picture of exact appearance of documents.
5. Would encourage more careful preparation of signed statements.
6. Would encourage full utilization of expensive equipment already available.

Disadvantages of suggestion

1. Additional clerical time in operation of duplicating machines, which it is believed would be more than offset by saving of time of higher salaried employees elsewhere.
2. Cost of duplicating paper, believed more than offset by other savings.
3. Might tend to make some reports more bulky in appearance.

Annual Savings (Show basis for estimate)

An estimated 1 of 5 reports includes material which might be subject to being reproduced as suggested. Savings would have to be calculated on number of pages subject to reproduction, salaries and time expended by clerical and supervisory personnel effort, by additional clerical cost of reproduction. Annual savings could not be accurately calculated by Dallas Office.

(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States)

Letter to sample ☒ Mr. ☐ Mrs. ☐ Miss

8/15/58 - ec

Recommendations and comments of Division Head

3 AUG 8 1958

Appears worthy of consideration.

(5) - Bureau - 1 disapproved for sample file

2 - Dallas (1-66-1466)

59 AUG 20 1958 (Personnel file) MCC/ss

66 - 2435 - 2130

CHANGED TO

66 - 19066 - 24

APR 15 1959

NS.

C

Office Memorandum • UNITED STATES GOVERNMENT

TO : Director, FBI

DATE: 8-13-58

FROM : SAC, Chicago (66-4468)

SUBJECT: SA DAVID L. BURTON
EMPLOYEE SUGGESTION

144-59

Investigative Reports

Enclosed herewith are an original and one copy of Form FD-252, Employee's Suggestion, submitted by SA DAVID L. BURTON of this office.

While I am recommending adoption of this suggestion, Bureau's attention is directed to previous correspondence from the Chicago Office recommending other changes in report writing procedures involving FD-302's and SF-64's. These were submitted in response to an SAC Letter on streamlining procedures. I believe that the adoption of other suggestions previously submitted would be preferable since it is sincerely felt that something should be done to simplify report writing procedures in the interests of efficiency and economy. In any event, I feel that the attached suggestion should be given consideration by the Bureau in line with its overall analysis of report writing problems.

2 - Bureau (Encl.)
2 - Chicago (1-Personnel File SA BURTON)
JLS/asj
(4)

2 ENCLOSURE

REC-10

REC-10

18 AUG 15 1958

EX - 123

EX - 123

53 SEP 11 1958

EX-100
AUG 15 1958
UNRECORDED COPY FILED IN 66-3482-1

Date

August 6, 1958

To:

Director, FBI

From: (Suggester's name)

SA DAVID L. BURTON

Division of Assignment

CHICAGO Form

SUGGESTION

The use of window envelopes as containers for SF 64s and FD 302s, should be left to the discretion of the individual Supervisor, Special Agent in Charge, or Assistant Special Agent in Charge. In cases such as Conscientious Objector, Ascertaining Financial Ability, and Loyalty of Government Employees Investigations, numerous FD 302s result, but few if any are ever required for actual court use. These forms could, therefore, be placed together in one separate 1A exhibit envelope and placed in the rear of the file. When and if any one 302 or 64 should be needed for a trial, this particular form could be withdrawn and placed then in a window envelope.

Current practice or rule (Include manual citation as well as facts) Current practice is set out in Part II, Sec. 3, Page 12, Sub-section D, Para. 7, sub-para. a, of the Manual of Rules and Regulations. Current practice is to place each 302 or 64 in a separate window envelope.

Advantages of suggestion and annual savings (include basis for estimate)
Less handling of forms by Agents, Clerk, and supervisory personnel, and consequently less administrative work time. Also, fewer window envelopes would be used. In Conscientious Objector cases, no fewer than 20 to 30, 302 forms usually result, the time spent handling these individual forms in envelopes could be reduced. No attempt to estimate annual savings is being made inasmuch as figures concerning actual numbers of 64s and 302s are not readily available to the suggesting employee. Further advantage would be reduction in file bulk inasmuch as these forms placed in a 1A exhibit flat would consume less space than when folded in individual envelopes.

Disadvantages of suggestion

None

REC-10

EX. - 123

18 AUG 18 1958

(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States)

☒ Mr.

☐ Mrs.

☐ Miss

Signature and Title of Suggester

Recommendations and comments of Division Head

This suggestion has merit. Recommend its adoption

Signature and Title

(Do not write in this space - for Bureau use only)

Aug 8 50-587777 10
14 Div handling

1 auto copy
8-28-58

32
COPIES
EX-104

AUG 15 1958

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson

DATE: 7/11/58

FROM : Q. Tamm

SUBJECT: REPORT WRITING REGULATIONS
AND PROCEDURES; ELIMINATION
OF ADMINISTRATIVE DETAIL

Tolson _____
 Nichols _____
 Boardman _____
 Belmont _____
 Mohr _____
 Parsons _____
 Rosen _____
 Tamm _____
 Trotter _____
 Nease _____
 Tele. Room _____
 Holloman _____
 Gandy _____

Inspector H. B. Fletcher advises me that in ^{In Reports} connection with consideration of the ~~elimination~~ of administrative detail that in his discussions with personnel attending In-Service classes he has determined that without any question the preparation of communications, particularly investigative reports, presents a real problem. The difficulties revolve around the fact that our reporting system throughout the years has been modified and changed so that we now have special ~~report~~ writing regulations and procedures applicable to individual investigative classifications. It has become virtually impossible for an Agent to prepare an investigative report in any classification without checking the FBI Handbook, Manual of Rules and Regulations, and the pertinent sections of the Manual of Instructions to be certain of the form in which the communication is prepared, as well as how to record the substance of the investigation.

From time to time, the Training and Inspection Division considers various report writing suggestions and one of the things first considered with reference to such suggestions is the question, "Does it create another exception?" If it does, it should not be adopted.

A typical suggestion, identified as #810-58, is presently receiving study by the Training and Inspection Division. This suggestion was submitted by ASAC Robert D. Gibbons of the Birmingham Office who is under transfer to the Springfield Office. He suggests that "a considerable number of investigative reports now being prepared by auxiliary offices be eliminated by permitting auxiliary offices to transmit to the office of origin (1) report inserts, (2) FD-302 forms (interview reports), and (3) SF-64 forms (standard memorandum forms) for inclusion in the next report by the office of origin, where the data developed in the auxiliary office is negative or not voluminous in nature. It is suggested that this be applied to all investigations except those where the Bureau is office of origin, as in applicant cases. This suggestion was not intended to apply to security-type cases." This suggestion appears to be a good one because it should do two things: (1) cut down the volume of communications coming into Bureau headquarters, and (2) help make up reports, the details of which are clear, concise, comprehensive, accurate, and set up in a proper sequence in that if material from auxiliary offices could be inserted in logical sequence in a single investigative report, one developed fact or event would lead to the next fact or event in a chronological sequence. However, this suggestion is like most others. It provides for exceptions. The first exception is that the information developed by the auxiliary office must be of negative character.

C7 SEP 5 1958

HBF:ekd
(4)

915

X-Conf Memo
7/24/58

HBF:

REC-50

66-2435-2132

18 AUG 29 1958

27

Memorandum for Mr. Tolson

Re: REPORT WRITING REGULATIONS AND PROCEDURES

Since "negative" would be very difficult of definition, it can be anticipated that one Agent would report it in the manner of the suggestion; the next would report his investigation in the present manner. Second, there is no definition of what material is "voluminous" and when it is not and so again we would have different procedures being used by individual Agents. Disregarding problems of definition, the suggestion in its very words states that it makes an exception in that it will not be applicable to security-type cases and applicant cases. It is surmised that applicant cases are excepted not only because the Bureau is origin but because deadlines would become more difficult to meet. ASAC Gibbons gives no reason for excepting security-type cases.

The Investigative Division opposes this suggestion for the following reasons:

- (1) Creates administrative problem in office of origin in those cases where there are numerous auxiliary offices.

OBSERVATION OF TRAINING AND INSPECTION DIVISION

This is probably true but it would be no more of a problem than under the present system. In heavy volume classifications, such as 26 (Interstate Transportation of Stolen Motor Vehicle - ITSMV); 42 (Deserters); 87 (Interstate Transportation of Stolen Property), and in many other but not all classifications it is now required that negative (not defined) investigation be reported to the office of origin by a Referred Upon Completion to the Office of Origin communication, with no copies to the Bureau, to be later summarized in a report to be submitted by the office of origin. ASAC Gibbons' suggestion provides that the material from the auxiliary offices would be submitted in an insert form and no retyping or dictation would be required on the part of the office of origin which would be economical and an improvement.

- (2) The application of rule would make for uncertainty since it would apply where information was negative and not voluminous.

OBSERVATION OF TRAINING AND INSPECTION DIVISION

As indicated heretofore, this division too thought the suggestion was vulnerable because "negative" and "not voluminous" are difficult of definition.

Memorandum for Mr. Tolson

Re: REPORT WRITING REGULATIONS AND PROCEDURES

- (3) Suggestion assumes it would be easier to supervise one report. Actually, the present system lends itself to a quick checkoff as to coverage of leads through identification of reporting office.

OBSERVATION OF TRAINING AND INSPECTION DIVISION

Checkoff of coverage of leads is undoubtedly facilitated by having offices with leads outstanding submit individual communications to the Bureau. However, it cannot be successfully argued that a multiplicity of reports is good as contrasted to an extremely limited number of reports with details set out in chronological and proper sequence. Ideal reporting would be accomplished by setting out a complete investigation in a single report.

- (4) Present system permits check of compliance with deadlines.

OBSERVATION OF TRAINING AND INSPECTION DIVISION

This is similar to checkoff of coverage of leads and though present system facilitates check of compliance with deadlines by offices, considerations of simplified reporting and reduction in administrative detail should prevail.

SAC C. M. Kelley in forwarding the suggestion of ASAC Gibbons stated: "I believe that this suggestion has considerable merit and should receive thorough study and consideration at the Seat of Government." The Training and Inspection Division agrees with this observation if the approach is to apply to all classifications of investigations with the elimination of the phrase "negative or not voluminous." No real purpose would be served in considering this suggestion individually, ignoring the over-all problem of exceptions and specialized reporting rules presently existing. It will take considerable research and study to find them all. If each exception were to be considered individually as it is found or become known, it would be time consuming and would not meet the over-all objective of having one reporting system applicable to all classifications without any exceptions.

It is believed that the time has come that we should return to a uniform reporting system free of exceptions and special procedures. As an example, some

Memorandum for Mr. Tolson

Re: REPORT WRITING REGULATIONS AND PROCEDURES

of the exceptions in our present reporting system are set out hereafter:

(1) Manual of Rules and Regulations, Part II, Section 4 A 7, provides that results of negative investigation by an auxiliary office of no immediate benefit in solution of case or location of subject in classifications 4, 8, 10, 15, 25 - Registrant Delinquency cases only, 26, 31, 42, 43, 45, 47, 52, 62 - Civil Aeronautics Act only, 70, 71, 76, 78, 87, 88, 90, 91, 103, 141, 142, 143, 144, 145, and 146 are to be reported by letter, airtel or teletype to office of origin as circumstances may warrant. The question arises, "Why is it limited to these classifications?" "Why can't others be included?" If it is working out satisfactorily in these classifications, why won't it work out satisfactorily in all classifications?

(2) FBI Handbook, Part III, Chapter 44, instructs that the office of theft in cases involving ITSMV must refer the case upon completion to the office of origin by airtel, teletype or letter where no other facts except the details of the theft are developed. The office of origin must include the details of the theft in the report reflecting recovery information. In implementing this Manual provision, which is also included in the Manual of Instructions section relating to this classification, SAC Letter 57-42, paragraph D, provided that interviews with owners of stolen automobiles recorded on interview report forms FD-302 should be prepared in sufficient number of copies so that they could be utilized as inserts. Where the auxiliary office did not know the number of copies needed, it would make up a minimum of 10 copies to be furnished to the office of origin or to the office of prosecution if they were different with the airtel or letter concerning the facts developed.

Under this procedure, auxiliary offices do not report information by investigative report as in other classifications but actually submit their information in two forms, one in the form of an insert and the other in the form of a memorandum which requires retyping or dictation to have it included in the report to be submitted by the office of origin. This procedure has been highly successful in cases involving stolen motor vehicles. ASAC Gibbons' suggestion is that it should be applied to all classifications other than applicant and security cases. It would appear that if it is good reporting procedure in one classification of investigation, it should be equally good in all other classifications.

(3) In applicant-type cases, Manual provisions require that the title be set up by setting forth the name of applicant and aka's ("aka" is the abbreviation for "also known as"). In criminal-type cases, it is provided that the name of the subject and aliases (abbreviated "wa" or "was") be set out. Why not require the use of aka in all classifications in the interest of uniformity?

Memorandum for Mr. Tolson

Re: REPORT WRITING REGULATIONS AND PROCEDURES

(4) In applicant-type cases, references are to be set up under the synopsis. In other type cases, references are to be set up on a cover memorandum to the report.

(5) In the usual applicant-type cases, such as those involving special inquiry, maintenance employees, National Academy applicants, and Bureau applicants, it is provided that subheadings, such as education, references, et cetera, be utilized when practical. Security of Government Employees (SGE), Loyalty of Employees of the United Nations investigations, which are applicant-type cases, require that the body of the report shall be divided into three sections: (a) personal history; (b) basis for investigation; (c) results of investigation. If results of an applicant investigation can be submitted to the White House without using these required subheadings, why can't we have a general rule prevail in all classifications; that if it makes for good reporting; that subheadings be used with no designated headings required.

(6) SGE instructions and regulations set up a different rule for the listing of enclosures that is not applicable to other reports. This classification also carries a special title page. It is also provided that the status of the investigation can only be indicated following the synopsis and should not also be set out at the end of the details of the report as is provided for all other classifications.

(7) In Bureau applicant cases, when investigation is discontinued by the investigating office, it is required that such office advise the Bureau by airtel as to why the investigation is being discontinued and that copies of the airtel should be furnished to all offices known to be conducting the investigation. The Bureau headquarters advises any other auxiliary offices to discontinue. The general rule with reference to discontinuing applicant investigations is that the office developing information justifying discontinuance shall advise the Bureau by airtel of same and the fact that it is discontinuing the investigation. The Bureau then advised all auxiliary offices to discontinue. In fugitive cases, the office of apprehension is required to notify the office of origin and the Bureau by airtel or teletype of the apprehension of the fugitive so efforts to locate him can be discontinued on the part of other offices. The office of origin notifies the other auxiliary offices. There is a different rule with reference to identification order fugitives. In deserter fugitive cases, it is required that when the deserter is apprehended or his whereabouts become known, the Bureau, the office of origin, and the auxiliary office where it is known the case is pending shall be advised by airtel of subject's apprehension.

It is noted that the exceptions set forth above vary from very small differences in form to substantive-type differences such as those applicable to cases involving stolen automobiles. Undoubtedly, the various exceptions have been approved as they were presented on an individual basis and there was good reason for them to have been approved and adopted in the first instance. Facing up to the present situation, it would appear that if a certain procedure is good in one case it should be good in another and if the different procedures are of equal value, one should be adopted and the other should be discontinued.

Memorandum for Mr. Tolson

Re: REPORT WRITING REGULATIONS AND PROCEDURES

RECOMMENDATIONS:

(1) It is recommended that at this time study be made of the reporting system and administrative procedures which are involved in the preparation of Bureau communications for the purpose of developing a uniform reporting system and to eliminate such administrative detail as possible. This study should be made with the understanding and under the instruction that a uniform reporting system can be achieved applicable to all investigative matters, that it must be accomplished, and that exceptions to reporting procedures must be eliminated. It is considered opinion that any other approach would make the study ineffective and useless effort. Suggestions relating to reporting procedures submitted in the past five years (minimum) should be reconsidered during course of this study.

(2) If the recommendation above is approved, the Training and Inspection Division, the Investigative Division, and the Domestic Intelligence Division should each designate one of their assigned personnel to collaborate in this study and make appropriate suggestions in accord with the foregoing recommendation.

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson

DATE: 7/24/58

FROM : The Executives Conference

SUBJECT: REPORT WRITING REGULATIONS
AND PROCEDURES, ELIMINATION
OF ADMINISTRATIVE DETAIL**Uniform Report Writing*

The Executives Conference on 7/23/58, with Messrs. Tolson, Clayton, Parsons, Trotter, Holloman, Nease, Rosen, Belmont, Mohr and Fletcher being present, considered a suggestion that a study be made of the reporting system and administrative procedures which are involved in the preparation of Bureau communications for the purpose of developing a uniform reporting system applicable to all types of investigative matters and to eliminate such administrative detail as is possible. This suggestion was prompted by the fact that throughout the past several years modifications and exceptions to the over-all reporting rules have been made in individual case classifications and it has become difficult for Special Agent personnel to prepare communications particularly investigative reports without considerable study of existing rules and regulations and instructions to be certain that the communication being prepared agrees with the existing instructions applicable to the particular classification.

The Conference unanimously recommended that such a study as suggested be made; that representatives of the Investigative Divisions, the Training and Inspection Division, the Administrative Division and the Records and Communications Division make up the study group and submit their recommendations by September 1, 1958. With your approval the Training and Inspection Division will immediately initiate this study and will submit recommendations with the approval of the divisions above-named by September 1, 1958.

- 1 - Mr. Belmont
- 1 - Mr. Rosen
- 1 - Mr. Mohr
- 1 - Mr. Nease
- 1 - Mr. Clayton
- 1 - Mr. Tamm

HBf:dps
(8)

67 SEP 5 1958

Tolson _____
Nichols _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
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Tele. Room _____
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b7c

REC-59

66-2425-2133

AUG 29 1958

OK ✓
K.
Mr. Morrell designated by Mr. Mohr
for adm. Division file.

27

SAC, SAN DIEGO

August 28, 1958

DIRECTOR, FBI

PAROLE REPORTS

In a recent letter to the Bureau your office and the Pittsburgh Office suggested that the necessity for the submission of parole reports be explored with the Bureau of Prisons.

In early 1952 the preparation of parole reports was discontinued for several months and was reinstituted in late 1952 upon request of the Director of the Bureau of Prisons and Chairman of the Board of Parole who advised that these reports were necessary. Informal inquiry at Washington, D. C., reflects that U. S. probation officers do not prepare a report on all individuals sentenced by the courts to serve a sentence in a Federal penal institution. The Bureau was informed that the U. S. probation officers in the District of Columbia prepare reports on individuals sentenced to penal institutions in approximately 100% of all the cases but that is not true in all judicial districts.

In absence of information that U. S. probation officers prepare reports on all subjects of Bureau cases sentenced to confinement in Federal penal institutions, it is deemed undesirable to discuss with the Bureau of Prisons the necessity for the submission of parole reports by the Bureau.

MAILED 27
AUG 28 1958
COMM-FBI

EX-135

REC- 59

66-243-2134

1 - Pittsburgh

Note: SACs Pittsburgh and San Diego in response to SAC Letter 58-42 (A) suggested Bureau discuss with Bureau of Prisons necessity for submission of FBI parole reports. Washington Field Office on an informal basis determined from U. S. Probation Office, District of Columbia, that they do not prepare reports in 100% of the cases and were of the opinion that they came closer to preparing 100% than probation officers in other judicial districts.

Tolson _____
Nichols _____
Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____

HEI:dps
(5)

MAIL ROOM

SEP 9 1958

Office Memorandum • UNITED STATES GOVERNMENT

TO : MR. NEASE

DATE: 9-2-58

FROM : W. G. EAMES

SUBJECT: *Investigative Report*
SUGGESTION #195-59
RECORDS BRANCH STREAMLINING COMMITTEE

Tolson	_____
Boardman	_____
Belmont	_____
Mohr	_____
Nease	_____
Parsons	_____
Rosen	_____
Tamm	_____
Wotter	_____
Clayton	_____
Tele. Room	_____
Holloman	_____
Gandy	_____

b6
b7C

SUGGESTION: [] a GS-5 employee assigned to the General Index Unit of the Records Branch and representative for that Unit on the Streamlining Committee, has suggested that the information setting forth the details of "changed titles" in Bureau reports be moved from the details of the report and placed just before the synopsis.

PRESENT PROCEDURE: At the present time the details concerning a "changed title" are placed in the first sentence of the details of a report.

ADVANTAGES: [] advised that the adoption of her suggestion would expedite the handling of the mail in the Records Branch, in the Classifying Unit, Searching Unit, and the Main Card Typing Unit. She advised that on numerous occasions, the synopsis of the report is one or two pages long, and therefore, the information concerning the changed title is not set forth until the second or third page of the report. This necessitates the employee in Classifying, Searching, and Main Card Typing leafing through the first few pages of a report to find the information concerning the changed title.

CONCLUSIONS: [] suggestion has been brought to the attention of Inspector H. B. Fletcher, who is in charge of a special committee studying the preparation of Bureau reports. After consideration, [] suggestion has been adopted by the committee and will be incorporated in the revisions to be made in Bureau reports which will be forthcoming from that committee.

RECOMMENDATIONS:

1. For referral to Inspector H. B. Fletcher of the Training and Inspection Division for his information.

REC-14

66-245-2135
16 SEP 16 1958

EX - 133

2. No formal acknowledgment of this suggestion is necessary inasmuch as [] is a member of the Streamlining Committee and will be thanked at the conclusion of the committee meetings. Training and Inspection Division agrees.

WBC:gbh:vmk

(5)

1 - Personnel file of []

53 SEP 19 1958

#162-59

Date
8/18/58

To: Director, FBI
From: 21.4
Employee assigned to (Division)
Honolulu

b6
b7C

SUGGESTION

It is suggested that the information appearing at the bottom of page one of an Interview Report (FD-302) be changed to appear at the top of the report.

Current practice or rule (Include manual citation as well as facts)

Information now appears at the bottom of page one of the Interview Report. (Section 3-10,16, Manual for Field Stenographer)

Advantages of suggestion

This practice would save considerable time for the stenographer. The information is always dictated at the beginning of an interview, and it is necessary for the stenographer to fill in the spaces at the bottom of the page first or, after completing the first page of typing, it is necessary to thumb back through the shorthand notes to locate the necessary information. For offices having to type these forms when cutting stencils, typing this information at the top rather than at the bottom of the page is most desirable. It appears to me that this practice would facilitate ease of reading also, for offices and agencies receiving copies of the report in which the Interview Report appears. (Suggested samples attached)

Disadvantages of suggestion

No disadvantages apparent.

EX-139

Annual Savings (Show basis for estimate)

No way to estimate.

(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States)

I designate my suggestion as ☐ Mrs. ☒ Miss

(Steno)

b6
b7C

Recommendations and comments of Division Head

Looks good; should be tried

3-Bureau (Encl.-10)
2-Honolulu (66-611)
(1-Personnel File)
vap (5)

Signature and Title
Special Agent
in Charge

FEDERAL BUREAU OF INVESTIGATION
INTERVIEW REPORT

Date _____

Interview with _____ File # _____

on _____ at _____ Date dictated _____

by Special Agent _____

Property of FBI - This report is loaned to you by the FBI, and neither it nor its contents are to be distributed outside the agency to which loaned.

ENCLOSURE 11-2435-2136

FEDERAL BUREAU OF INVESTIGATION
INTERVIEW REPORT

Interview with _____ File # _____
on _____ at _____ Dictated: _____
by Special Agent _____

Date: _____

Property of FBI - This report is loaned to you by the FBI,
and neither it nor its contents are to be distributed
outside the agency to which loaned.

11 - 4435-2136

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson

DATE: 8/27/58

FROM : Q. Tamm *Q. Tamm*SUBJECT: SUGGESTION #162-59
SUBMITTED BY
HONOLULU DIVISION *Report Writing*

Tolson _____
 Nichols _____
 Boardman _____
 Belmont _____
 Mohr _____
 Parsons _____
 Rosen _____
 Tamm *✓* b6
 Trotter b7C
 Nease _____
 Tele. Room _____
 Holloman _____
 Gandy _____

SUGGESTION: That *Report Writing* Interview Report Form FD-302 - copy attached) be revised so that data at bottom of page (name of person interviewed; file number; date; place; date dictated; and Agent's name) be placed at top of page on form. *Q. Tamm*

ADVANTAGES STATED: Suggester feels that adaption would result in savings of steno time as Agent dictates data (shown above) first and when transcribing same it would not be necessary to go back in pages of notebook to look up data needed.

OBSERVATIONS: Suggestion was studied by stenographers of Washington Field Office and it was their opinion that suggestion offered insufficient advantages to warrant changes in present form and recommended against adoption.

It is to be noted that first paragraph of first page of FD-302 will show name of person interviewed and date; therefore, that data is readily available to steno in typed form on page; further, the listing of file number, date dictated and Agent's name should present no particular problem after first page or two of report has been transcribed.

Training and Inspection Division agrees that suggestion offers insufficient advantages to warrant a change in the form at this time.

RECOMMENDATION: That suggestion not be adopted. (Note - suggester was previously thanked by letter for suggestion.) *m*

WV: vfb
 (3)

REC-6 *8/27/58*
 EX-139

2137
 16 SEP 16 1958

Enclosure *advised*

1 - Personnel file of (sent separately) *2-11/58*

Date _____

9/4/58

To: Director, FBI

From: (Suggester's name)
SA WILBERT W. SMITH GS-13

Division of Assignment
KNOXVILLE, TENN.

SUGGESTION It is suggested that the original copies of Form FD-302 (Interview Report) and SF-64 (memorandum form) be used in proper place in original copy of investigative reports instead of being filed as exhibits in accordance with current practice. The original copy of investigative report would be filed as an office copy, first copy being sent Bureau. In event defense counsel asked for FBI written record of information brought out in testimony, original copies of pertinent FD-302 or SF-64 could then be removed and produced in court. This procedure would obviate necessity for individual FD-302 and SF-64 being filed as separate exhibit items.

Report Writing

Current practice or rule (Include manual citation as well as facts) **Part II, Sec. 4, 2n, page 4, R & R, instructs that the originals of FD-302 or SF-64 are to be filed as items in a bulky exhibit or 1-A exhibit envelope.**

Advantages of suggestion and annual savings (include basis for estimate)

Clerical time would be saved by eliminating individual handling and filing FD-302 and SF-64. Although possible saving of agent and stenographers' time might accrue, conservative approach has been utilized in estimated savings based solely on saving of clerical time in Chief Clerk's office. Two weeks' survey conducted in Knoxville Office 8/20-9/2 inclusive (14 days) revealed total of 216 FD-302's and SF-64's handled as exhibits during period. It is believed this period is representative of Knoxville Office operation. Actual time study analysis reflects matching to file, placing in 1-A envelope, and making new 1-A envelopes as required consumed an average of 4 minutes per item during period. In computation of estimated clerical time (See attachment)

Disadvantages of suggestion

Disadvantages or suggestion

Two copies of all reports would be prepared for file of submitting office, one being the original copy, except applicant-type cases, wherein no change is recommended.

(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States)

X Mr.

☐ Mrs.

☐ Miss

WILBERT W. SMITH Signature and Title of Suggester SA

Recommendations and comments of Division Head

See attachment.

EX. - 132

REC-1666-2435-2138
2. Search

GERALD C. GEARTY Signature and Title SAC

(Do not write in this space - for Buregu use only)

Aug 21 1958 - 1000
 Tug & Tow Boat ascending along with
 Highway for Repairs. Working on the
 50 SEP 30 1958
 Designated for Repairs of Smith

6 SEP 8 1958

2 - Knoxville (1 - 66-Suggestion) (1 - 67-2098) WWS:at (5)

Advantages of suggestion and annual savings (Cont'd.):

saved if suggestion adopted, it is believed logical and practical that pending investigative matters be used as the basis of determining savings to the Bureau.

On January 1, 1958, there were pending throughout the field 91,643 cases (per testimony of Director before The House Subcommittee on Appropriations on 1/16/58), of which 693 cases were in Knoxville Division, or .756% of Bureau total.

Computation of savings:

216 exhibits (FD-302 & SF-64) handled Knoxville during 2 weeks' period multiplied by 26 to obtain annual number handled, or 5,616 per year.

5,616 items x 4 minutes per exhibit equals 22,464 minutes, or 374 hours 24 minutes per year clerical time saved Knoxville Office.

Lowest salary of Clerk, GS-3 is \$1.69 per hour. 374 hours @ \$1.69 per hour equals \$632.06 estimated annual savings clerical time Knoxville Office. Estimated total annual Bureau savings, clerical time, \$83,605.82.

Recommendations and comments of Division Head:

Should the above suggestion be possible of adoption, it appears it would save considerable time and effort on the part of all offices. There is one apparent objection: Under the proposed procedure, the FD-302 or SF-64, if made a part of a report, would be numbered as pages. Thereafter, if a request were to be made for production of the forms in court, it would be obvious to anyone reading the forms that they were part of a report. This might bring on a request for the entire report. Should the Bureau feel that this is not a disqualifying objection, it would appear that SA SMITH's suggestion is worthy and should be adopted.

Office Memorandum • UNITED STATES GOVERNMENT

TO : MR. NEASE

DATE: 9-16-58

FROM : W. G. EAMES

SUBJECT: SUGGESTION #245-59
RECORDS BRANCH STREAMLINING COMMITTEE

Tolson _____
Boardman _____
Belmont _____
Mohr _____
Nease _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Clayton _____
Tele. Room _____
Holloman _____
Gandy _____

Reports

JP

SUGGESTION: [redacted] a GS-5 employee assigned to the Classifying Unit of the Records Branch, has suggested that members of families of individuals who are subjects of subversive cases, be indexed in summary reports rather than each time mentioned in a report or letter. It was further suggested that the field office be responsible for setting forth all background information available in these summary reports.

PRESENT PROCEDURE: At the present time the members of families are indexed on each report or letter when mentioned.

ADVANTAGES: [redacted] believes that the adoption of her suggestion would eliminate the indexing of the same name on repeated occasions when no additional identifying information was available. This would save time in the Classifying Unit, Recording Unit, and General Index Unit. It would further save time in the Name Check and File Review Units.

CONCLUSIONS: The Records Branch does not favor the adoption of the afore-mentioned suggestion of [redacted]. Under the present procedure the Classifying Unit does not index summaries received on security index subjects. The summary is processed and after being initialed by the supervisor, it is returned to the Classifying Unit where the names appearing in the summary are checked against the main file to avoid duplicate indexing in the summary. It would appear that during this review, duplicate indexing could be de-indexed. Accordingly, the Records Branch is issuing instructions to de-index duplicate indexing when checking summary reports against a main file on a security subject. It is further believed that it is unnecessary to advise the field offices to furnish all available background information in summary reports as the background information is usually already in the possession of the Bureau and would serve no logical purpose since the names are not indexed, as they have been previously indexed.

b6
b7c

ATB:ph:umk
(5)

EX 105

REC- 83

66-2435-2139

1 - Personnel file of [redacted]

Enclosure

(Continued on page 2)

sent
9-11-58

131
OCT 2 1958

2- Col

Memorandum to Mr. Nease
Re: Suggestion #245-59
Records Branch Streamlining Committee

9-13-58

The Records Branch believes that if [] suggestion were adopted and the indexing were done only on summary reports, we would miss many idents during our regular name check work. This would be brought about by information being contained in Bureau files which had not been indexed. Accordingly, [] suggestion is unfavorable.

b6
b7c

RECOMMENDATIONS:

1. Unfavorable.

2. For referral to the Training and Inspection Division for proper acknowledgment. Enclosed letter prepared by Training and Inspection Division.

WAW
[Signature]
CRW
[Signature]

SAC, Chicago (100-00)

9/26/58

REC-5
Director, FBI (66-2435) - 2140

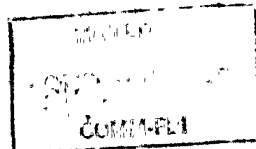
SECURITY REPORT WRITING

Reurlet 9/17/58 in which you ask for the Bureau's comments and suggestions about your idea of limiting the characterizations of organizations in the appendix sections of security reports. You pointed out that on some occasions when writing a characterization on an organization it became necessary to characterize other organizations in order to make the first characterization understandable. In order to eliminate overly long appendix sections, you suggested that the initial thumbnail sketch characterization be limited to the organization mentioned in the report and to the characterization of any organization mentioned in the sketch which appears on the list of the Attorney General or is cited by the House Committee on Un-American Activities (HCUA). You felt that the Bureau might consider preparing a master list of all organizations appropriately characterized for dissemination to the respective interested intelligence agencies and that these agencies could then glance at this master list for information about organizations whose characterizations did not appear in the appendix of the report.

The Bureau appreciates your suggestion and the thought behind it, but disagrees with it for the reasons set out below:

The preparation of a master list would be a voluminous task and the work attached to keeping it up to date would be enormous. The list would have to be disseminated to all agencies to which we disseminate reports in other types of cases. It would have to be furnished to all field offices in order for them to have up-to-date characterizations. It might very possibly become known as the FBI's "secret black list" and could thereby cause embarrassment to the Bureau. The original purpose of the list might become lost in time and the list might be used in the adjudication of cases involving employees or applicants.

LAF:sms
(4)



Tolson _____
Nichols _____
Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____

NOTE: The ideas set out above are contained in the following which is made up of information obtained from a discussion of Chicago's suggestion with personnel in the Domestic Intelligence Division. Training and Inspection Division agrees.

(continued on page 2)

67 OCT 3 - 1958

1. This suggestion, if adopted, would require the preparation of a master list of characterizations of better than 344 organizations. This was the number of thumbnail sketches submitted by the field and approved by the Bureau in connection with the annual Thumbnail Sketch Program in June, 1958. Since that time several additional sketches of newly formed organizations have been received and approved. The initial preparation of the master list would be a voluminous task in itself.

2. In addition, it would be a tremendous task to keep such a list in an up-to-date status through additions, deletions, and changes in the characterizations. Further, a new list would have to be prepared each year upon completion of the annual Thumbnail Sketch Program in June, inasmuch as each office is required to bring its sketches up to date in connection with that program.

3. In the event this suggestion is adopted, it would entail dissemination of the master list to more than just the intelligence agencies. We would have to disseminate the list to all agencies to which we disseminate reports in all types of cases as characterizations of organizations are included in subversive organization, Security Matter, Security of Government Employees, Applicant, Special Inquiry, etc., cases. In addition, the list would have to be furnished to all field offices in sufficient quantity in order that those offices would have the up-to-date characterizations.

4. In the event the Bureau prepared and disseminated such a list, it is felt that it may become common knowledge in Government circles, and possibly outside Government circles, that such a list was in existence. The possibility therefore exists that such a list would become known as a "secret black list" in the same manner as the Attorney General's list has become known, in certain circles, as a "black list." The Bureau would undoubtedly become identified as the author of such a "black list" which could prove to be a source of embarrassment to the Bureau.

5. The possibility also exists that the original purpose of such a list, which should be strictly informative, would become lost, and some agency heads and security officers would be putting the list to use in adjudicating cases involving employees or applicants. This, in effect, would place the Bureau in the position of being an adjudicative body instead of an investigative body. As our characterizations are prepared for informative and not adjudicative purpose, this would place the Bureau in a most undesirable position.

6. To carry Chicago's suggestion one step further, in the event we were to prepare and disseminate such a list for use in those

instances where reports would not carry characterizations of certain organizations, why not eliminate entirely the characterizations of organizations in all types of reports on the theory that if a person needs to look up one he can look up them all? Needless to say, this would be a most undesirable practice and system of report writing.

7. Finally, it is felt that reports should be complete in all respects and should "stand on their own feet." To achieve this, it is necessary to characterize the subversive nature of all organizations referred to in reports, whether such references are in the "Details" or "Appendix" sections of the reports, without having to refer to a master list which is not an integral part of the report.

Office Memorandum • UNITED STATES GOVERNMENT

TO : DIRECTOR, FBI

DATE: September 17, 1958

FROM : SAC, CHICAGO (100-00)

SUBJECT: SECURITY REPORT WRITING

In connection with the Appendix Section of individual and organizational reports in the security field, the Bureau is aware that particularly in the splinter groups a number of new organizations with cross-over connections with other organizations have come into existence.

This has increased the problem of handling thumbnail sketches of organizations in the Appendix Section. The problem is the result of a characterization of an organization wherein it is necessary to mention one, two, or three other organizations to fully complete a thumbnail sketch. The result is that the characterization of the original organization is then followed with characterizations of organizations and/or publications mentioned in the thumbnail sketch itself.

In many instances the result is that characterizations which begin simply about one organization end up with approximately four pages of characterizations, although the organizations are not mentioned in the body of the report nor is there any indication that the subject of the case is connected with these unrelated organizations.

Specifically, reference is made to the approved Bureau characterization of the Socialist Youth Committee of Chicago (SYCC). It is noted therein that the Young Socialist League (YSL) is mentioned in the body of the characterization, thus, in accordance with Bureau rules, necessitating a characterization page for the YSL in the Appendix Section of the report.

2- Bureau (REGISTERED)
1- Chicago
CNF/njb
(3)

REC-5

6-2435-2140
12 SEP 30 1958

The YSL characterization as indicated above mentions the Socialist Youth League (SYL) and the Independent Socialist League (ISL). Accordingly, characterizations are then required on both of these organizations.

Other examples could be cited in the case of the approved characterization of the Politics Club where it is also necessary to characterize the YSL. Since the YSL mentions the ISL and the SYL it is also necessary at the present time to furnish characterizations of these organizations.

A similar situation exists in the approved characterization of "Socialism - 1958" wherein the YSL is also mentioned. This necessitates again a characterization for the ISL and SYL.

The approved characterization for the "Young Socialist" in turn involves characterizations for the Young Socialist Alliance (YSA), the YSL, the ISL, and the SYL.

An examination by the Bureau of the approved characterizations for the above organizations, and this is not considered an isolated situation involving only Chicago, would indicate that in many of the approved characterizations three to four multilith pages may have to appear in the Appendix Section when there is no relation between the activity in the body of the report concerning the subject to the organizations necessarily characterized in the Appendix Section. This makes for a cumbersome Appendix Section containing extraneous and irrelevant information as pertaining to the specific activities of the subject, in the opinion of this office.

On the other hand, it is realized that the Bureau has a duty to keep agencies fully informed of the scope and history of organizations. It is felt, however, that some compromising might be necessary in the interests of brevity, economy, and termination of duplication of effort in the requirements for the Appendix Section on organizations, particularly in cases where two thirds of the Appendix Section concerns characterizations of organizations in which the subject has no specific connection.

Consideration has been given to other possibilities for alleviating this burdensome, cumbersome situation. As it may be recalled, it was the suggestion of Chicago that the

Appendix Section of organization reports be handled in the manner in which it is currently being handled. The suggestion was made by Chicago to handle this situation through an Appendix Section and to multilith characterizations in the interests of economy and in more legible report reading. On the latter point it was felt that to clutter up the report itself through lengthy characterizations of organizations sometimes going on for several pages, would distract the thought of the reader from the subject matter which was the actual activity of the individual.

It is felt that the problems presented might be a question for consideration of the Bureau and further, that the Bureau might desire to circularize other offices for possible solutions.

This office retains its original position of favoring the utilization of the Appendix Section for thumbnail sketches for the very purpose for which it was created as outlined above. The objective in characterizing organizations as this office sees it is two-fold. First, it was felt that a more orderly report could be written by eliminating lengthy thumbnail sketches of organizations in the body of the report. This in turn would make a more legible report for the reader. The second purpose of the thumbnail sketch as this office understands it is to keep the other intelligence agencies apprised of the nature of organizations mentioned in the report.

The problem raised in this letter is occasioned by the receipt of a number of O-17's from the Bureau calling attention to the fact that an organization mentioned within an organization thumbnail sketch had not been characterized.

As a possible solution to this problem, it is suggested that the Bureau might consider a break-off point as to how far the characterizing of an organization should be carried. Under the present rule, the requirement appears to be that other organizations mentioned in a thumbnail sketch of an organization must also be characterized, not because it relates to the activity of the subject, but simply because it is mentioned in the thumbnail sketch of another organization.

With the ever changing picture in the origin, scope, and continuity of organizations today, as indicated in the

CG 100-00

above illustrations, the thumbnail sketches of organizations can result in two and three page sketches.

It is the suggestion of this office that the initial required thumbnail sketch should be limited to the sketch of the organization mentioned in the report and to the characterization of any organization mentioned in the sketch when this organization appears on the list of the Attorney General or is cited by the House Committee on Un-American Activities (HCUA).

To fill the need for descriptive data on other organizations mentioned in a given thumbnail sketch and not appearing on either the Attorney General's list or the HCUA list, it is suggested that the Bureau consider the desirability of preparing a master list of all organizations appropriately characterized for dissemination to the respective interested intelligence agencies. Then at a glance at the master list if questions arise about any organization appearing in another organizational thumbnail sketch, it would be easy for the agency to refer specifically to the sketch of the other organization. These master lists could be periodically revised and supplemented by the Bureau.

The Bureau's comments and suggestions on this problem are solicited because it is felt the entire usefulness of the Appendix Section on organizations is impaired by the continued characterizations of related organizations mentioned only within a thumbnail sketch of a given organization and concerning which the subject himself has no connection.

368-59

Date

September 15, 1958.

To:

Director, FBI

From: (Suggester's name)

HENRY A. DONAHOO

13

Division of Assignment

Birmingham

SUGGESTION

It is suggested that a rule be adopted requiring that when it is necessary to state in a communication that a subject is armed and dangerous or has suicidal tendencies that this information appear on the first page of all communications immediately following the character of the case.

Current practice or rule (Include manual citation as well as facts) Current practice is to place this notation in the synopsis of reports but in other communications it is usually placed on the last page. Bureau rules require only that the notation be placed on all communications.

Advantages of suggestion and annual savings (include basis for estimate)

If this notation is required on the first page of all communications there is little likelihood that it will be overlooked by anyone reading the communication, and would be one of the first things observed in reading all communications.

There appear to be no monetary savings in this suggestion.

EX - 124

REC- 46

16-1352141
10-1
15 SEP 22 1958

Disadvantages of suggestion

None known.

(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States)

☒ Mr.

☐ Mrs.

☐ Miss

Signature and Title of Suggester

Recommendations and comments of Division Head

I do not feel the present location at the end of the communication is a misplacement. The main idea is to put it separate.

Signature and Title

(Do not write in this space - for Bureau use only)

cc-designated for

empl's pers file

59 OCT 3 1958 7396

SEP 22 1958

Date 10/7/58

Employee assigned to (Division)
WFO

To: Director, FBI

From: GEORGE R. TUCKER *11-10*

SUGGESTION

INVESTIGATIVE REPORTS

Whenever a USA declines prosecution in favor of prosecution by local or state authorities, the field office supervisor should, upon reviewing the closing or RUC report, memorandum or letter, set a tickler to have the file re-examined in six months for the purpose of determining if, in fact, the local or state authorities actually prosecuted the subject. If prosecution has not been instituted, then the appropriate USA should be alerted so that prosecution may be undertaken in Federal court.

Current practice or rule (Include manual citation as well as facts)

To close or RUC case when USA declines prosecution.
(Handbook, Part 1, Page 32a, Paragraph 48.)

Advantages of suggestion

Each year the Bureau, on a fieldwide basis, closes or RUC's numerous cases where the USA has declined prosecution in favor of prosecution by local authorities. Subsequently, local or state authorities fail to prosecute the subject and the administration of justice has failed since the subject has not been prosecuted for a violation of the law. The re-examination of these files should result in a substantial number of convictions in Bureau cases which, in the past, have been closed or RUC'd without anyone ever ascertaining whether or not the subject was prosecuted.

Disadvantages of suggestion

The disadvantage of the suggestion is that it will necessitate administrative handling of closed and RUC'd cases, and will entail the use of a small amount of a Special Agent's investigative time to check the records of these cases to ascertain if local or state authorities prosecuted subject. It should be pointed out that, in

Annual Savings (Show basis for estimate)

the majority of cases, prosecution will already have been undertaken.

If the suggestion is adopted, there will be no monetary savings, but Bureau statistical accomplishments should increase in most classifications.

(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States)

☒ Mr. ☐ Mrs. ☐ Miss

George R. Tucker Special Agent
Signature and Title of Suggester

Recommendations and comments of Division Head *Recommended that suggestion not be adopted. Suggestion entails continuous contacts with police departments and local prosecutors to determine reasons why cases not prosecuted and could involve Bureau in situation of potential embarrassment. When USA declines in favor of local prosecution, it usually means there is no Federal jurisdiction or that case is insufficient for Federal prosecution.*
cc - designedly for employees file.

ELLAND V. BOARDMAN
SAC Two-www

RECORDED
OCT 9 1958

Office Memorandum : UNITED STATES GOVERNMENT

TO : DIRECTOR, FBI
ATTN: ASST. DIRECTOR QUINN TAMM

DATE: 9/5/58

FROM : SAC, NEW YORK

PERSONAL ATTENTION

SUBJECT: REPORT WRITING REGULATIONS AND PROCEDURES;
ELIMINATION OF ADMINISTRATIVE DETAIL

Re Bureau routing slip 9/3/58 forwarding the proposed changes in the preparation of reports.

The writer and the following personnel of the New York Office have gone over the material contained in reference document:

ASAC WILLIAM G. SIMON
ASAC ALTON M. BRYANT
ASAC JOHN E. EDWARDS
ASAC NORMAN H. McCABE
Supervisor JAMES T. O'BRIEN
Supervisor DAVID G. JENKINS
Supervisor [REDACTED]
Supervisor [REDACTED]
Special Agent [REDACTED]

b6
b7C

It was the unanimous opinion of the above personnel that this document represents a careful and painstaking examination of the Bureau's present report writing procedures and that the changes contemplated constitute a decided improvement upon the current regulations, both from the standpoint of clarity and economy.

Certain recommendations and observations resulted from the conference of the above personnel which are designed in the main solely for clarification of the new proposals contained in this document.

RECOMMENDATIONS

1. It is recommended that the draft of proposed regulations, if approved, be incorporated in toto in revisions to the Agents' Handbook. In the event the Bureau deems this undesirable, then it is recommended that it be placed in a Bureau Bulletin. This recommendation is being made since Agents will be continually referring to the new regulations in view of the extensive changes.

5-612 - Bureau (RM) (Enc.1)
7-9 10- New York

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Letter to the Director
Report Writing Regulations and Procedures

2. On page 12 of the details Item 6(b) reads, "After the heading 'Report of,' name of employee preparing the report, the office where report made and the date of the report are to be set out."

Page 20 of the "Draft of Proposed Regulations" (14) II reads "After the heading 'Report of' set out name of employee preparing report, his office of assignment and the date the report was typed."

The FD-204 in the sample security report after "Report of" sets out the name of the Agent followed by the date and the city.

It is recommended that the draft of proposed regulations be changed to read, "name of employee preparing report, date report was typed and the place where report was prepared."

It is noted that the order in which the three items are set out has been changed and also "his office of assignment" has been changed to "place where report prepared."

It is suggested that, in order to insure uniformity, the FD-204 contain printed blanks to be filled in as follows:

"Reporting employee _____"
"Date _____"
"Reporting office _____"

3. In section of "Draft of Proposed Regulations," page 16, second paragraph, it states, "When designating a copy of any communication to the Bureau for a file other than that of the captioned communication, the Bureau file number, if known, and name of subject or subject matter must be indicated."

It is recommended that this be changed to read, "When designating a copy of any communication to the Bureau or Field Division(s) for a file other than that of the captioned communication, the Bureau or Field Division file number, if known, and name of subject or subject matter must be indicated." The purpose of this recommendation is to aid the receiving office in determining the correct file number and name of the subject to whom the communication pertains.

Letter to the Director
Report Writing Regulations and Procedures

4. Page 22 of the "Draft of Proposed Regulations," (15)(c) states, "Unless otherwise stated, it will be assumed that all information reported was obtained through personal investigation by the person named on the first page of the investigative page (FD-204) opposite 'Reported by'; any difference must be explained. For instance, if another employee obtained it, his name should be set forth; or if obtained telephonically, that fact should be set out."

This could be considered inconsistent with statements contained on page 16 (12), IV, V, VI, in which it is pointed out that in certain exceptions, the identity of the Agent must be set out on the cover page of the report. Therefore, in order to avoid any misunderstanding, it is recommended that the statement be added to the statement on page 22, with the exception of reports in security cases involving Agents conducting physical surveillances, Agent receiving information from confidential informants, and identity of Agents utilizing pretext interviews.

5. Page 24(i) states, "The details of a report must contain," and then lists by Roman numerals 12 items. Item No. XII is, "There must be no sacrificing of thoroughness in order to meet deadlines."

It is recommended that this be renumbered, as this statement is cautionary on the part of the Bureau and is not contained in the details of the report.

6. On page 25 of the "Draft of Proposed Regulations" the first paragraph, numbered XI, states, "In cases where T symbols permitted, information obtained from pretext is to be put in report with use of T symbol. In other cases, set it out in details and identify it as such."

The current regulation concerning pretext interviews in security cases is that information obtained from a pretext interview is attributed to a pretext interview or a telephone call in the details of the report and the identity of the Agent utilizing such pretext, together with the nature of the pretext, is set out in the cover letter to the report.

It is recommended that the current regulation be continued for two reasons:

Letter to the Director
Report Writing Regulations and Procedures

(1) Because of the questionable accuracy of information, it is difficult to characterize the source of this information, such as contact with whom has been insufficient to judge reliability, etc.

(2) If report is disseminated, it is felt that the agency receiving the report should have the benefit of the knowledge that the information was obtained through a pretext and then evaluate the information with that in mind.

7. On page 31 of the draft of proposed regulations there is set out the manner in which the documentation of concealed sources is handled. Only two columns are set forth--(1) Name and address of person or permanent symbol number, (2) Page of instant report, file where located, etc. Sources T-2 and T-3 apparently are asterisk informants. Current regulations do not require the serial where located be filled in. Also current regulations require that where one source provides more than one item of information, entry should be made under a column entitled "Description of Information and/or Date of Activity."

Since none of the sources in sample report furnished more than one item of information, it is not known whether the proposed draft of regulations intended to dispense with this requirement.

It is recommended that with respect to asterisk non-live informants that the current regulation continue, that is, in not having to list anything other than the symbol number.

It is further recommended that the requirement of filling in the column "Date of Activity and/or Description of Information" be discontinued, even in those cases where a source furnishes more than one item of information.

8. On page 33 of the draft of proposed regulations, under "D," it states, "Dictation slips relating to dictating machine belts or cylinders containing inserts must show on the dictation slip the investigative period."

The purpose of this regulation is unknown. It is believed that it does not serve any useful purpose. Therefore, it is recommended that (d) be deleted.

Letter to the Director
Report Writing Regulations and Procedures

9. Page 3 of the "Draft of Proposed Regulations," paragraph 6, provides that in cases other than those in which the Bureau is office of origin the results of investigation by the auxiliary office of no immediate benefit in the solution of the case or the location of the subject ~~may~~ be reported by the auxiliary office by submitting inserts reflecting the investigation conducted. The office of origin would then make these a part of the report which it submits.

It has been the experience of the New York Office, in certain criminal and security cases, that inserts for reports submitted by other offices can rarely be used due to the fact that in most inserts more than one item or type of information is contained. For example, the format of a security report is such that various types of information should be set out under the various headings, such as "Employment," "Residence," "Date of Birth," etc. Therefore, it is generally necessary to re-dictate from the insert in preparing a security report.

It is recommended, therefore, that the instructions issued be to the effect that inserts be prepared by the auxiliary office in proper cases as defined in "Draft of Proposed Regulations" only if the insert will lend itself readily to insertion in a report by the office of origin. Otherwise, the auxiliary office should report the information by appropriate means, such as either a letter or a report depending on the circumstances.

10. With respect to the stamping of reports which are classified, it is felt that some confusion may exist as to whether the form FD-263 or FD-204 should be stamped. It is recommended that the instructions to be issued contain a clear statement that FD-204 is to be stamped in the prescribed manner rather than FD-263, since the FD-204 is the page which is disseminated.

In accordance with your request, the document dealing with proposed changes is enclosed herewith.

Office Memorandum • UNITED STATES GOVERNMENT

TO : DIRECTOR, FBI

DATE: 9/5/58

FROM : SAC, BALTIMORE (66-5) ATTENTION: Training and Inspection DivisionSUBJECT: SUGGESTIONS REGARDING CHANGES IN DRAFT
OF PROPOSED REGULATIONS RE REPORT WRITING

Re Bureau form 0-25 dated 9/3/58.

Following suggested changes submitted to the Bureau for consideration

No. 1 - Part 3, page 4 captioned "Communications" top of page 3
(6) right column reads "prepare in insert form
(minimum ten copies) so that office....." It is suggested that
the words "minimum ten copies" be deleted and the words "sufficient
copies" be inserted.

The reason for this suggested change is that quite frequently the
auxiliary office may be in a position to determine that O.O.
will need less than ten copies. For example, in UNSUB 26 case,
car stolen D.C., recovered Maryland, WFO would need only two
copies (one copy of report to Bureau and one copy to WFO) if
entire investigation negative and closing report to be submitted.
Baltimore would, under "sufficient copies" ruling send approximately
five copies to WFO so that even if WFO investigation developed
leads in Pittsburgh Division they would have sufficient copies to
send 1 Bureau, 2 Pittsburgh, 2 WFO, and, if at a later date copy
to USA became necessary WFO could send one copy of its report
to USA.

While the illustration cited pertains to a 26 case this situation
could be equally true in cases of other classifications.

By sending a minimum of ten copies of insert and retaining one
copy for auxiliary office file this would mean that in all cases
the submitting office would necessarily have to use a stencil
for mimeo purposes for 11 copies. Extra expense for stencils
and clerk time in running off mimeo would be eliminated if the
Bureau agrees to suggested change of "sufficient copies" instead
of "minimum ten copies".

No. 2 - Part 2, section 4 "Communications" page 24, section H
deals with the manner in which Laboratory reports
shall be set out in investigative reports. It is suggested that

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1-Baltimore

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Bureau give consideration to having FBI Laboratory forward sufficient copies of Laboratory report to office requesting investigation and/or O.O. so that the Laboratory report itself might be used as an insert in the investigative report. This would eliminate considerable typing in the field, particularly in ITSP cases.

2
Winters
No. 3 - Suggest that consideration be given to the elimination of form SF-64 and all investigation previously reported on SF-64 be placed on a slightly revised form FD-302. A slight revision would be as follows: At top of this form change "Interview Report" to "Report of Investigation". At bottom lower left eliminate words "Interview with".

If these slight modifications were completed the interviews with witnesses, subjects and suspects, as well as crime scene searches, results of processing cars, and information from bank records, etc. could all be reported on this form. The advantages of using this form and eliminating SF-64 would be:

- #1 - uniformity
- #2 - save stenographic time required to type the heading of the present SF-64 including To: From: and subject:
- #3 - Avoid any possible conflict in court regarding the use of SF-64.

By #3 is meant at the time an agent submits an SF-64 the subject could well be JOHN SMITH, et al, ITSMV and at the time the case is actually brought for trial possibly JOHN SMITH would have been eliminated as a subject in the case and perhaps one JAMES BROWN would be the only one on trial. This could possibly result in close questioning of an agent regarding administrative procedures, etc. by defense counsel.

Conceivably an agent testifying could be called upon to testify both from SF-64s and FD-302s and some embarrassment to the Bureau might result by necessitating a full explanation by the agent of the various administrative procedures of the Bureau to the extent that the court might admit the entire report or even the file itself into evidence.

In addition to the reasons enumerated above, it does not appear that any real substantial purpose is served by having both FS-302s and SF-64s. By the elimination of the words "Interview

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with" on bottom of FD-302 revised an agent when dictating could insert the proper explanation in this space depending upon which was appropriate such as #1: interview with Patrolman JAMES LESTER; #2: Examination of 19XX Pontiac, SN P-8PB1009; #3: search of residence at 123 Maple St.; #4: Information from First National Bank. It is felt that a few well chosen words on this line could be used to fully explain "Report of Investigation".

Memorandum forwarded by Bureau to Baltimore with Form O-25 dated 9/3/58 is returned herewith per Bureau's request.

Page 8 of memorandum for Mr. Tolson, concerning the set-up of FD-203 and cover pages formerly known as Administrative Pages.

(It is suggested that all cover pages should be stapled to the FD-203 as a single document. Separately, the investigative report pages should be stapled together. A third stapling should put these two documents together. The result of this is that it would help eliminate the possibility of a mistake when the investigative report is disseminated since the cover pages with the FD-203 would be easy to detach at the Bureau and be of assistance in filing.)

Page 11 of memorandum for Mr. Tolson on References.

(This proposes that the word References be typed in all types of cases and set out in the block now headed Synopsis. If it is going to be used in all types of cases, why not print it in a block of its own just above the SAC Approval block. It is necessary, but in this situation it would be out of the way and just saves the problem of typing the word each time.)

Page 13 (9)(c), Administrative Type Enclosures, in memorandum to Mr. Tolson.

(This talks about the stapling of disposition sheets, probation flash letters, etc. This could similarly be stapled as reflected above in the page 8 comment.)

Page 16 of memorandum for Mr. Tolson on the dictation within five working days of possible testimony from interviews or investigative activity.

(This will be covered in the cover letter to instant memorandum but it is felt that it is not practical to require, and in addition, if the Bureau is going to have some phase of the rule, it would have to require explanations for violations and such explanations will necessarily pile up similar to the problem of the elimination of administrative work in the investigative period of the report. This

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will particularly be a problem for the security phase of operations where a great deal of the current work concerns administrative reviews in the office and may in fact in a report come entirely from such sources.)

Page 15, indented paragraph, top of page, memorandum for Mr. Tolson, speaking of the evaluation of the sources.

(I think this is a poor statement concerning the fact that it is the type of material which will be excised by a Judge. I don't think we ought to be putting things in reports which the Judge will excise. The whole purpose of the situation is to see that things do not get into the report which will get to a Judge.)

Page 16, paragraph 2 of memorandum for Mr. Tolson, on discontinuances by auxiliary offices.

(We feel that the office of origin should have the final responsibility to insure that all auxiliary offices are properly advised to discontinue. It should only be a responsibility of an auxiliary office to notify those that are known to them and it is not felt that anyone except the office of origin can properly be held responsible for the final result despite the fact there may be additional delay thereby.)

SECTION 4. COMMUNICATIONS

A. Written Communications

Page 3, (C), requiring the preparation of inserts to be furnished by auxiliary offices to the office of origin where the results of the investigation are of no immediate benefit, etc.

(I see no reason to have an insert at all and go to this additional dictation and transmission trouble as it is not going to be of value to solve the case. It is all negative. It will make a sloppy-looking disseminated report because various offices will put in all different kinds of paper and I think it could be forwarded just by a single letter to be summarized and added in by the office

of origin if it becomes necessary. This would cut down considerably the length of reports by obviating the furnishing of negative information of no value.)

Page 6, e, concerning the use of the interview report form using an example of a bank robbery.

(I see no necessity for such a form for the two witnesses who do not observe the bank robber. The purpose of the 302 form is future testimony and obviously these people have no reason to testify if they didn't see anything.

(I feel that this is inconsistent with Page 22 on details of reports, item d, which reflect that negative investigative results may be summarized.)

Page 8, item n.

(It is suggested that so that files will not be so bulky all of the originals be placed in a single 1A Exhibit Envelope, now not utilized.)

Page 8, item n.

(The Chicago Office disagrees with this requirement of no use of T-symbols in criminal type cases and has previously discussed this in full by separate communication to the Bureau.)

Page 9, item r.

(It is suggested that the Laboratory reports and results of fingerprint examinations be furnished in the form as suggested only where it is positive information necessary for dissemination or production in court wherein originals will be maintained as exhibit items. In the majority of instances, such reports are completely negative and these can be greatly simplified in the old style and merely put in as a serial in the file.)

Page 21, item VI on synopsis, setting forth the necessary items to be covered therein.

(It is suggested that you add in the age of juvenile subjects specifically as such.)

Page 25, item (k) 1, on use of T-symbols.

(We believe that we should cut out the CT which reflects San Francisco T-1 as it pinpoints the location of the informant and it is not necessary because the identity is shown in the coverage.)

Page 28, item (ii), as to a characterization phrase being used directly after a name of an organization.

(This is a nuisance when citing a number of organizations. Chicago puts them all at the beginning of the report in a list which is headed by the fact that the characterization of the following organizations is contained in the Appendix hereto.)

The last paragraph of the sample security summary on page 9, which describes the reliability of informants, concerns the fact that the report is the property of the FBI, etc. It is suggested this be deleted since the same statement is contained on the first page.

Office Memorandum • UNITED STATES GOVERNMENT

TO : Director, FBI

DATE: 9-5-58

FROM : SAC, Chicago (1-00) ATTENTION: TRAINING AND INSPECTION DIVISION

SUBJECT: REPORT WRITING REGULATIONS AND PROCEDURES; ELIMINATION OF ADMINISTRATIVE DETAIL

Rebulet 9-3-58 instructing that a memorandum dealing with the above captioned matter be given my personal attention and study, to be returned with comment and observations. It is returned herewith.

There is attached hereto an item-by-item set of comments in which myself and my supervisors have a divergent opinion from that of the proposed instructions

covered

I might note that as an overall proposition, we think this is a fine compilation which will do a great deal to form a uniform administrative policy in this matter, and reflects a considerable amount of work on the part of Mr. HOWARD FLETCHER in doing the research for it. All of the comments as attached hereto merely reflect suggestions as to our feelings on the matter, with one exception as reflected in the proposed instruction that information which may be the subject of testimony to be reported in FD-302's and SF-64's must be dictated within five working days after such interview or investigative activity is conducted. I feel very, very strongly that this is a mistake to put in such a hard and fast rule as it will put such a terrific amount of heat not only on the office but agent personnel to a point that you will be compelling agents to quit substantial investigation in order to comply with arbitrary rules to meet a situation that has not yet actually come up. Perhaps such a regulation would be of value in the unusual situation of just key interviews or portions of an investigation, but as a general rule, in my opinion, would be much more disadvantageous than helpful. My own opinion of the word "contemporaneously" as used in the Jencks Bill means to me the general and normal conduct of the whole matter rather than of the isolated situation which might be reported. To be consistent, in my opinion, we could more normally adopt our usual definition in the Bureau of "promptly", etc.,

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Director, FBI

RE: REPORT WRITING

which is customarily understood in general situations as being within the 30-day period before a matter becomes delinquent. The supervisors, my assistant, and myself feel very strongly on this point and request that this particular facet of the proposed instructions be very strongly reconsidered. A normal example of such an obstacle would be where a case is investigated and the United States Attorney declines prosecution. It is then a dead issue with no hurry involved and perhaps the Resident Agent some hundreds of miles away from headquarters city becomes immediately then involved in an important case such as a bank robbery. Of necessity, by this rule, he has to quit the substantive work of investigation in order to compile in essence an administrative report of no immediate value. This kind of thing can and does happen in many, many instances. We feel that if it is necessary to more adequately define the word promptly as the time for such dictation, that it should be made consistent with our other normal situations of 30 days.

The participating personnel of the Chicago Office are appreciative of the Bureau requesting their opinions inasmuch as they feel that the major portion of the problem from the mechanical handling of administrative detail occurs in the field office, and since they are working on it on a day-to-day basis, are glad to furnish the Bureau their opinions.

Page 8 of memorandum for Mr. Tolson, concerning the set-up of FD-263 and cover pages formerly known as Administrative Pages.

covered
(It is suggested that all cover pages should be stapled to the FD-263 as a single document. Separately, the investigative report pages should be stapled together. A third stapling should put these two documents together. The result of this is that it would help eliminate the possibility of a mistake when the investigative report is disseminated since the cover pages with the FD-263 would be easy to detach at the Bureau and be of assistance in filing.) ✓

Page 11 of memorandum for Mr. Tolson on References.

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(This proposes that the word References be typed in all types of cases and set out in the block now headed Synopsis. If it is going to be used in all types of cases, why not print it in a block of its own just above the SAC Approval block. It is necessary, but in this situation it would be out of the way and just saves the problem of typing the word each time.) ✓

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Page 16 of memorandum for Mr. Tolson on the dictation within five working days of possible testimony from interviews or investigative activity. ✓

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will particularly be a problem for the security phase of operations where a great deal of the current work concerns administrative reviews in the office and may in fact in a report come entirely from such sources.)

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(I think this is a poor statement concerning the fact that it is the type of material which will be excised by a Judge. I don't think we ought to be putting things in reports which the Judge will excise. The whole purpose of the situation is to see that things do not get into the report which will get to a Judge.)

Page 16, paragraph 2 of memorandum for Mr. Tolson, on discontinuances by auxiliary offices.

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(We feel that the office of origin should have the final responsibility to insure that all auxiliary offices are properly advised to discontinue. It should only be a responsibility of an auxiliary office to notify those that are known to them and it is not felt that anyone except the office of origin can properly be held responsible for the final result despite the fact there may be additional delay thereby.)

SECTION 4. COMMUNICATIONS

A. Written Communications

C
Page 3, (6), requiring the preparation of inserts to be furnished by auxiliary offices to the office of origin where the results of the investigation are of no immediate benefit, etc.

(I see no reason to have an insert at all and go to this additional dictation and transmission trouble as it is not going to be of value to solve the case. It is all negative. It will make a sloppy-looking disseminated report because various offices will put in all different kinds of paper and I think it could be forwarded just by a single letter to be summarized and added in by the office

of origin if it becomes necessary. This would cut down considerably the length of reports by obviating the furnishing of negative information of no value.)

Page 6, e, concerning the use of the interview report form using an example of a bank robbery.

covered (I see no necessity for such a form for the two witnesses who do not observe the bank robber. The purpose of the 302 Form is future testimony and obviously these people have no reason to testify if they didn't see anything. *✓*)

(I feel that this is inconsistent with Page 22 on details of reports, item d, which reflect that negative investigative results may be summarized.)

Page 8, item m.

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Page 8, item n.

covered (The Chicago Office disagrees with this requirement of no use of T-symbols in criminal type cases and has previously discussed this in full by separate communication to the Bureau.) *✓*

Page 9, item r.

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Page 21, item VI on synopsis, setting forth the necessary items to be covered therein.

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from The last paragraph of the sample security summary on page 9, which describes the reliability of informants, concerns the fact that the report is the property of the FBI, etc. It is suggested this be deleted since the same statement is contained on the first page.

66-25435

Office Memorandum • UNITED STATES GOVERNMENT

TO : Director, FBI

DATE: 9/5/58

FROM SAC, Los Angeles

**ATTENTION: TRAINING AND INSPECTION
DIVISION**

SUBJECT: REPORT WRITING REGULATIONS
AND PROCEDURES; ELIMINATION
OF ADMINISTRATIVE DETAIL

I have reviewed the material discussed in memorandum for Mr. Tolson from Mr. Q. Tamm, dated 8/28/58. It is my observation that in general the proposed revisions of rules and regulations concerning reports will simplify the report writing procedures and the administrative handling of paper work in the field offices with the following exceptions:

INSERTS

Page 7 of reference memorandum indicates that the new regulations will provide that results of investigation by auxiliary offices of no immediate benefit to the solution of the case shall be reported in insert form and transmitted to the office of origin. It is my opinion that rather than streamline administrative procedure, this regulation will complicate reporting procedures because it constitutes an exception to the general rule. It would appear that the study made is for the purpose of eliminating exceptions in order to provide uniformity and simplicity.

Inserts for investigative reports have always constituted a complex administrative problem for field offices. From past studies, we have learned that rather than being an efficient means of reporting information, the use of inserts is most inefficient because we have not been able to develop a good administrative procedure for (a) storage of inserts pending submission of reports and (b) accurate and efficient charge-out systems for inserts. Our entire administrative procedure is based upon strict accountability for all copies of all documents. Inserts do not lend themselves to our administrative procedures. Further, experience has reflected that in many instances, insufficient copies of inserts are prepared in the first instance, making it necessary to retype a good percentage of them. It appears that there is very little added work in preparing a report instead of an insert and that any saving which might evolve from the insert system is more than lost by the time and effort consumed in the administrative problems discussed

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INITIALING FD 302 AND SF 64

C

A review of page 8 of the draft of proposed regulations reflects that no change has been made in the requirement that FD 302's and SF 64's be initialed by the dictating employee. This requirement alone, in an office having numerous resident agencies as Los Angeles does, greatly complicates filing and charge-out procedures. When these documents are received in the CCO, they must be entered in the exhibit envelope and then charged out to the dictating Agent for his initials. Since only the original is maintained in the exhibit envelope as a general rule, it is necessary to describe the document on the charge-out slip. The document must then be forwarded to the Agent, initialed and promptly returned. At this time it must be taken from the envelope, checked against the charge-out slip and the notation on the exhibit envelope to insure accuracy in maintaining our accountability and then replaced in the file. To handle one such document requires but little time. In the average investigative case, numerous documents are handled in exactly this manner and considerable time is used on our serializing desks in going through this procedure.

✓
Necessary. Good opportunity
for review and this saves
time.

Careful consideration of the necessity of insisting that this requirement be retained and discussion of it from a legal standpoint creates a doubt that there is any legal basis whatever for requiring initialing. It should be noted that we still have a requirement that Agents completely review and initial all outgoing reports dictated by them, either before they are forwarded to the supervisory desk or within thirty days, depending on whether the Agent is at headquarters. In effect then, an Agent must review everything in SF 64 and FD 302 twice. I see no reason why this requirement should remain in effect, particularly when such a great saving of time would result in eliminating it.

INVESTIGATIVE PERIODS

C

On page 11 of the memorandum to Mr. Tolson, there is discussed a possibility that investigative periods no longer be set out on form FD 263. It is true that the material now set out in an investigative period is a compilation of dates not subject to confirmation by a study of the report; however, it is equally true that considerable investigative activity is carried on in any investigation which is not set out in the details of the report. For example, an Agent may make several attempts on several different days to contact a prospective witness. These attempts

Investigative period

are not normally set out in the details of investigative reports but certainly some record should be made of them.

Further, it is observed that recording of investigative periods materially assists field supervisors in the supervision. For example, it is occasionally desirable to check investigative employees' daily reports against such periods to verify the correctness and accuracy of the daily reports. Further it is observed that the requirement that an explanation be made when a report is dated thirty or more days after the last date of investigation is not being eliminated. This means that in reviewing the report at the field level, it is necessary for the supervisory employee to record these dates as he conducts his review in order to insure that this requirement is met. I do not feel that we accomplish much by eliminating the investigative period on the one hand while on the other hand we are complicating supervision.

TITLE OF CASE

C7 The proposal that a change be made in regulations concerning the carrying of names of victims is discussed on page 9 of the memorandum to Mr. Tolson. This is an excellent recommendation, except that in one particular it again creates an exception. This exception is, of course, that the names of victims be carried in the first report and thereafter be carried in the title only if it would promote accuracy in filing, clarity or supervision. (Carrying of the names of victims in the title in other than the first report will be necessary whenever an office not having previously received a report receives copies.) This means constant checking to be sure the names of the victims left out of some reports are put in others. When reports in a particular case are being exchanged by the auxiliary offices, they frequently are unaware of whether the auxiliary offices to which copies are being sent do or do not have complete titles. I do not believe that the idea of dropping the names of victims from reports after the first report will make for clarity or accomplish the desired purpose.

✓ Agree! This is
inconsistent point!

I would suggest that we handle this matter as we do at present, i.e., carry the names of all victims so long as they are pertinent to the investigation.

Page 8 of memorandum for Mr. Tolson, concerning the set-up of FD-263 and cover pages formerly known as Administrative Pages.

(It is suggested that all cover pages should be stapled to the FD-263 as a single document. Separately, the investigative report pages should be stapled together. A third stapling should put these two documents together. The result of this is that it would help eliminate the possibility of a mistake when the investigative report is disseminated since the cover pages with the FD-263 would be easy to detach at the Bureau and be of assistance in filing.)

Page 11 of memorandum for Mr. Tolson on References.

(This proposes that the word References be typed in all types of cases and set out in the block now headed Synopsis. If it is going to be used in all types of cases, why not print it in a block of its own just above the S/C Approval block. It is necessary, but in this situation it would be out of the way and just saves the problem of typing the word each time.)

Page 13 (3)(c), Administrative Type Enclosures, in memorandum to Mr. Tolson.

(This talks about the stapling of Disposition sheets, probation flash letters, etc. This could similarly be stapled as reflected above in the page 8 comment.)

Page 16 of memorandum for Mr. Tolson on the dictation within five working days of possible testimony from interviews or investigative activity.

(This will be covered in the cover letter to instant memorandum but it is felt that it is not practical to require, and in addition, if the Bureau is going to have some phase of the rule, it would have to require explanations for violations and such explanations will necessarily pile up similar to the problem of the elimination of administrative work in the investigative period of the report. This

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will particularly be a problem for the security phase of operations where a great deal of the current work concerns administrative reviews in the office and may in fact in a report come entirely from such sources.)

Page 15, indented paragraph, top of page, memorandum for Mr. Tolson, speaking of the evaluation of the sources.

(I think this is a poor statement concerning the fact that it is the type of material which will be excised by a Judge. I don't think we ought to be putting things in reports which the Judge will excise. The whole purpose of the situation is to see that things do not get into the report which will get to a Judge.)

Page 16, paragraph 2 of the memorandum for Mr. Tolson, on discrimination by auxiliary offices.

(We feel that the office of origin should have the final responsibility to insure that all auxiliary offices are properly advised to discontinue. It should only be a responsibility of an auxiliary office to notify those that are known to them and it is not felt that anyone except the office of origin can properly be held responsible for the final result despite the fact there may be additional delay thereby.)

SECTION 4. CONVENTIONS

A. Written Conventions

Page 3, (6), regarding the preparation of inserts to be furnished by auxiliary offices to the office of origin where the results of the investigation are of no immediate benefit, etc.

(I see no reason to have an insert at all and go to this additional dictation and transcription trouble as it is not going to be of value to solve the case. It is all negative. It will make a sloppy-looking disseminated report because various offices will put in all different kinds of paper and I think it could be forwarded just by a single letter to be summarized and filed in by the office

of origin if it becomes necessary. This would cut down considerably the length of reports by obviating the furnishing of negative information of no value.)

Page 6, n, concerning the use of the interview report form using an example of a bank robbery.

(I see no necessity for such a list for the two witnesses who do not observe the bank robber. The purpose of the 302 form is future testimony and obviously these people have no reason to testify if they didn't see anything.)

(I feel that this is inconsistent with Page 22 of details of reports, item d, which exlicit that negative investigative results may be summarized.)

Page 8, item m.

(It is suggested that so that files will not be so bulky all of the originals be placed in a single 14 Exhibit Envelope, now not utilized.)

Page 8, item n.

(The Chicago Office disagrees with this requirement of no use of T-symbols in criminal type cases and has previously discussed this in full by separate communication to the Bureau.)

Page 9, item r.

(It is suggested that the laboratory reports and results of fingerprint examinations be furnished in the form as suggested only where it is positive information necessary for description or production in court wherein originals will be maintained at exhibit house. In the majority of instances, such reports are completely negative and these can be greatly simplified in the old style and merely put in as a serial in the file.)

Page 21, item VI on synopsis, setting forth the necessary items to be covered therein.

(It is suggested that you add in the app on juvenile subjects specifically no such.)

Page 22, item (c) 1, on use of T-symbol.

(We believe that we should cut out the T which reflects the Bureau's T-1 as it plays into the location of the informant and it is not necessary because the report, in itself, is covered in the cover page.)

Page 23, item (ii), as to a characterization phrase being used directly after a name of an organization.

(This is a reference when citing a number of organizations. Chicago puts them all at the beginning of the report in a list which is headed by the fact that the characterization of the following organizations is contained in the Appendix hereto.)

The last paragraph of the sample security summary on page 2, which describes the reliability of informants, concerns the fact that the report is the property of the FBI, etc. It is suggested this be deleted since the same statement is contained on the first page.

F B I

Date: 9/5/58

Transmit the following in _____
(Type in plain text or code)Via AIRTEL AIR MAIL
(Priority or Method of Mailing)

Mr. Tolson	_____
Mr. Belmont	_____
Mr. Mohr	_____
Mr. Nease	_____
Mr. Parsons	_____
Mr. Rosen	_____
Mr. Tamm	_____
Mr. Trotter	_____
Mr. W. A. Sullivan	_____
Tele. Room	_____
Mr. Holloman	_____
Miss Gandy	_____

TO: Director, FBI ATTN: Training and Inspection Division

FROM: SAC, San Francisco

RE: PROPOSED REPORT WRITING REGULATIONS

Investigative Report

Re routing slip from Assistant Director Tamm dated 9/3/56, enclosing copy of memorandum dealing with proposed report writing regulations.

After a careful review and study of the proposed regulations, it is my opinion that these regulations will fill a vital need in standardizing Bureau report writing rules. The proposed regulations will certainly be of benefit to all Agents because they make accessible in one section of the manual and handbook complete and uniform regulations on the reporting of all types of Bureau investigations.

In connection with the proposed regulations, the following observations are respectfully set forth.

1. It is noted that on page 13 of the proposed regulations, under the heading "Enclosures," there is no provision for the method to be followed in describing enclosures being sent with a report being disseminated to a U. S. Attorney or an outside agency. It is suggested that a provision covering this be inserted into the proposed regulations, possibly providing for the description of the enclosures to the USA or to the outside agency on the last page of a report. It is noted that a proposed regulation that enclosures be described on the FD 263 will not cover this situation since the USA or outside agency will not receive a copy of the FD 263.

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OCT 16 1958

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53 OCT 22 1958

Approved: WWB
Special Agent in Charge

Sent _____ M Per _____

do

3 cc Bureau, National Training School, San Francisco

10/14/58

Copy, 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100, 101, 102, 103, 104, 105, 106, 107, 108, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124, 125, 126, 127, 128, 129, 130, 131, 132, 133, 134, 135, 136, 137, 138, 139, 140, 141, 142, 143, 144, 145, 146, 147, 148, 149, 150, 151, 152, 153, 154, 155, 156, 157, 158, 159, 160, 161, 162, 163, 164, 165, 166, 167, 168, 169, 170, 171, 172, 173, 174, 175, 176, 177, 178, 179, 180, 181, 182, 183, 184, 185, 186, 187, 188, 189, 190, 191, 192, 193, 194, 195, 196, 197, 198, 199, 200, 201, 202, 203, 204, 205, 206, 207, 208, 209, 210, 211, 212, 213, 214, 215, 216, 217, 218, 219, 220, 221, 222, 223, 224, 225, 226, 227, 228, 229, 230, 231, 232, 233, 234, 235, 236, 237, 238, 239, 240, 241, 242, 243, 244, 245, 246, 247, 248, 249, 250, 251, 252, 253, 254, 255, 256, 257, 258, 259, 260, 261, 262, 263, 264, 265, 266, 267, 268, 269, 270, 271, 272, 273, 274, 275, 276, 277, 278, 279, 280, 281, 282, 283, 284, 285, 286, 287, 288, 289, 290, 291, 292, 293, 294, 295, 296, 297, 298, 299, 300, 301, 302, 303, 304, 305, 306, 307, 308, 309, 310, 311, 312, 313, 314, 315, 316, 317, 318, 319, 320, 321, 322, 323, 324, 325, 326, 327, 328, 329, 330, 331, 332, 333, 334, 335, 336, 337, 338, 339, 340, 341, 342, 343, 344, 345, 346, 347, 348, 349, 350, 351, 352, 353, 354, 355, 356, 357, 358, 359, 360, 361, 362, 363, 364, 365, 366, 367, 368, 369, 370, 371, 372, 373, 374, 375, 376, 377, 378, 379, 380, 381, 382, 383, 384, 385, 386, 387, 388, 389, 390, 391, 392, 393, 394, 395, 396, 397, 398, 399, 400, 401, 402, 403, 404, 405, 406, 407, 408, 409, 410, 411, 412, 413, 414, 415, 416, 417, 418, 419, 420, 421, 422, 423, 424, 425, 426, 427, 428, 429, 430, 431, 432, 433, 434, 435, 436, 437, 438, 439, 440, 441, 442, 443, 444, 445, 446, 447, 448, 449, 450, 451, 452, 453, 454, 455, 456, 457, 458, 459, 460, 461, 462, 463, 464, 465, 466, 467, 468, 469, 470, 471, 472, 473, 474, 475, 476, 477, 478, 479, 480, 481, 482, 483, 484, 485, 486, 487, 488, 489, 490, 491, 492, 493, 494, 495, 496, 497, 498, 499, 500, 501, 502, 503, 504, 505, 506, 507, 508, 509, 510, 511, 512, 513, 514, 515, 516, 517, 518, 519, 520, 521, 522, 523, 524, 525, 526, 527, 528, 529, 530, 531, 532, 533, 534, 535, 536, 537, 538, 539, 540, 541, 542, 543, 544, 545, 546, 547, 548, 549, 550, 551, 552, 553, 554, 555, 556, 557, 558, 559, 560, 561, 562, 563, 564, 565, 566, 567, 568, 569, 570, 571, 572, 573, 574, 575, 576, 577, 578, 579, 580, 581, 582, 583, 584, 585, 586, 587, 588, 589, 590, 591, 592, 593, 594, 595, 596, 597, 598, 599, 600, 601, 602, 603, 604, 605, 606, 607, 608, 609, 610, 611, 612, 613, 614, 615, 616, 617, 618, 619, 620, 621, 622, 623, 624, 625, 626, 627, 628, 629, 630, 631, 632, 633, 634, 635, 636, 637, 638, 639, 640, 641, 642, 643, 644, 645, 646, 647, 648, 649, 650, 651, 652, 653, 654, 655, 656, 657, 658, 659, 660, 661, 662, 663, 664, 665, 666, 667, 668, 669, 670, 671, 672, 673, 674, 675, 676, 677, 678, 679, 680, 681, 682, 683, 684, 685, 686, 687, 688, 689, 690, 691, 692, 693, 694, 695, 696, 697, 698, 699, 700, 701, 702, 703, 704, 705, 706, 707, 708, 709, 710, 711, 712, 713, 714, 715, 716, 717, 718, 719, 720, 721, 722, 723, 724, 725, 726, 727, 728, 729, 730, 731, 732, 733, 734, 735, 736, 737, 738, 739, 740, 741, 742, 743, 744, 745, 746, 747, 748, 749, 750, 751, 752, 753, 754, 755, 756, 757, 758, 759, 760, 761, 762, 763, 764, 765, 766, 767, 768, 769, 770, 771, 772, 773, 774, 775, 776, 777, 778, 779, 780, 781, 782, 783, 784, 785, 786, 787, 788, 789, 790, 791, 792, 793, 794, 795, 796, 797, 798, 799, 800, 801, 802, 803, 804, 805, 806, 807, 808, 809, 810, 811, 812, 813, 814, 815, 816, 817, 818, 819, 820, 821, 822, 823, 824, 825, 826, 827, 828, 829, 830, 831, 832, 833, 834, 835, 836, 837, 838, 839, 840, 841, 842, 843, 844, 845, 846, 847, 848, 849, 850, 851, 852, 853, 854, 855, 856, 857, 858, 859, 860, 861, 862, 863, 864, 865, 866, 867, 868, 869, 870, 871, 872, 873, 874, 875, 876, 877, 878, 879, 880, 881, 882, 883, 884, 885, 886, 887, 888, 889, 890, 891, 892, 893, 894, 895, 896, 897, 898, 899, 900, 901, 902, 903, 904, 905, 906, 907, 908, 909, 910, 911, 912, 913, 914, 915, 916, 917, 918, 919, 920, 921, 922, 923, 924, 925, 926, 927, 928, 929, 930, 931, 932, 933, 934, 935, 936, 937, 938, 939, 940, 941, 942, 943, 944, 945, 946, 947, 948, 949, 950, 951, 952, 953, 954, 955, 956, 957, 958, 959, 960, 961, 962, 963, 964, 965, 966, 967, 968, 969, 970, 971, 972, 973, 974, 975, 976, 977, 978, 979, 980, 981, 982, 983, 984, 985, 986, 987, 988, 989, 990, 991, 992, 993, 994, 995, 996, 997, 998, 999, 1000

2. In connection with item 14 (a) I on page 20, dealing with listing the copies on FD 204, it is assumed that each copy of the FD 204 disseminated locally to all outside agencies (USA, G-2, ONI, or other Government agencies) will show on each copy the dissemination to the other agencies.

3. With regard to the proposed regulation that the investigative period (period for which made) be omitted from the FD 263, this office respectfully suggests that this be reconsidered to include the investigative period on the FD 263. The inclusion of the investigative period is of considerable assistance to the supervision of a case and field office administration. For example, the dates in the investigative period sometimes include dates on which a Resident Agent has performed work of an administrative nature on the case and such dates can be legitimately reflected on his daily reports. Should the investigative period dates be omitted from the report, there is no method for supervisory personnel to cross check daily reports of Resident Agents against investigative reports submitted by them. The inclusion of the period for which made allows the supervisory personnel reading a report to be apprised of how much investigation the Agent actually devoted to the case. In addition, many security reports require extensive administrative work, such as file reviews, reference checks, etc., after actual investigation to be reflected in a report has been completed. In both the criminal and security fields the inclusion of the period for which made makes it readily obvious to the field supervisor that an explanation must be submitted if a report is dated in excess of 30 days from the date in the investigative period.

4. With regard to the proposal that results of investigation by auxiliary offices of no immediate benefit to the solution of a case or to the location of a subject be prepared in insert form and submitted to the office of origin for inclusion in a report by the office of origin, it is felt by this office that such procedure will result in unnecessarily bulky reports reflecting negative information. It is felt that results of strictly negative investigation by auxiliary offices should continue to be submitted by letter to the office of origin and that such results should then be summarized or synopsisized by the office of origin in its next report. As an example, we can conceive of a case where the office of origin would receive ten copies of a three-line negative insert from 50 different offices who have conducted Motor Vehicle Department checks with negative results. This would constitute 50 pages of the subsequent report to be submitted by the office of origin with each page having not more than three lines on it, all of which is negative. If such negative investigation had been submitted to the office of origin

by letter by each auxiliary office, the office of origin could summarize the results of all of the investigation of all 50 offices in not more than one page. As an additional example, this office presently has leads outstanding for all field offices in the eleven Western States to contact all drugstores within their territories in connection with a Top Ten fugitive. Considering that such leads might be covered and reported in several Resident Agencies in each field office, it can be imagined how tremendous the volume of paper would be reporting negative results from all these field offices should inserts be submitted by each.

I was tremendously impressed with the thought, effort and coordination exhibited by the enclosed memorandum and feel that it will represent a great improvement and advancement in the Bureau's reporting procedures. After consideration of the above suggestions, it is my recommendation that the proposed regulations be approved.

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Rosen

DATE: 9-15-58

FROM : R. L. Bruggeman

SUBJECT: REPORT WRITING REGULATIONS AND
PROCEDURES; ELIMINATION OF
ADMINISTRATIVE DETAIL

Tolson _____
 Nichols _____
 Boardman _____
 Belmont _____
 Mohr _____
 Parsons _____
 Rosen _____
 Tamm _____
 Trotter _____
 Nease _____
 Tele. Room _____
 Holloman _____
 Gandy _____

Reference is made to the memorandum from Mr. Tamm to Mr. Tolson dated 8-28-58, setting forth some of the changes which are proposed in connection with the regulations and procedures on report writing. The proposed regulations and procedures which will be set forth in Section 4 of the Manual of Rules and Regulations has been furnished to the Section Chiefs in the Investigative Division and the Number One Men for review. The proposed changes in report writing regulations and procedures have been approved by these sections and the Number One Man, with the following exceptions. Some of the exceptions are in the nature of observations for consideration by the Training and Inspection Division.

(1) The proposed regulation deletes the requirement that the investigative period be a part of the investigative report. The Special Inquiry Section, Employees Security Section and the Accounting and Fraud Section advised they are opposed to the deletion. They state that it is valuable for supervisory purposes and for fiscal purposes. They note that only the dates of investigative activity are set forth in the details and, therefore, the details do not reflect certain administrative handling, which information would be pertinent in fixing the cost of an investigation. *do*

(2) The proposed regulations provide for the continuance of the use of the abbreviation "wa." (with alias), and the abbreviation "aka" (also known as) be substituted in all cases. As a general matter, at the present time the abbreviation "wa." is used in criminal-type cases and the abbreviation "aka" is used in applicant and security-type cases.

The Special Inquiry Section is opposed to this change and points out that since 1934 the Bureau has been using "wa." in criminal cases to highlight the fact that the subject has been trying to avoid apprehension by using a name other than his

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own. The term "aka" has been used to reflect other names used by the subject for legitimate purposes such as names which have been changed by a court action, stage names, etc. It is pointed out that the Agents understand the correct use of "wa." and "aka" and any change would merely confuse them.

The Employees Security Section, in connection with the proposed regulation requiring the abbreviation "aka" be used for the abbreviation "wa." and that the abbreviation "akas" be used instead of "was." pointed out that the abbreviation "aka" can be utilized for one or more aliases and there is no need to use the abbreviation "akas."

(3) The proposed regulations will not require that the status of the report be set forth on the final page of the details. This is being eliminated so that if an interview form is the last page it would not contain the status of the case and possibly cause some question in the event the interview report form was introduced in court. Instead of the status of the case being placed at the end of the report, an asterisk will be placed beside the page number on last page to indicate that it is the last page of the report. The Special Inquiry Section feels that the status of the case should be set forth after the details rather than using an asterisk. It has been pointed out that the Agents have been putting the status at the end of the report and it is felt that this change will create confusion and render no improvement.

(4) The proposed regulations requires that the synopsis of the report be set forth on a FD-204 form which will be the top page of that portion of the report which will be disseminated outside the Bureau. Other cover pages to the report will contain administrative data such as leads, enclosures, etc.

The Employees Security Section objects to disseminating the synopsis of their cases outside the Bureau. Their present regulations provide that the reports be submitted in such form that the synopsis will not be disseminated. The Employees Security Section states that it is unwise to disseminate a synopsis outside the Bureau because the synopsis is the Agent's

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version of what the report contains and would allow the agencies receiving the report to draw up their charges against an employee on the basis of what the synopsis contains, instead of obtaining the basis for their charges from the details of the report. The Employees Security Section points out, however, that it has no objection to a synopsis appearing on all copies of the reports received at the Bureau provided that the synopsis is on a different page from the details which could be detached at the Seat of Government before the reports are disseminated. The Employees Security Section could attach a title page similar to the one now used in lieu of the proposed synopsis page.

(5) The proposed regulations are to change the present property stamp to read as follows: "This document contains neither recommendations nor conclusions of any kind. It is the property of the FBI, and is a loan to your agency; it and/or its contents are not to be distributed outside your agency." The Employees Security Section observes that the statement "This document contains neither recommendations nor conclusions of any kind" is unnecessary and has no bearing on the contents of the report. Further, with regard to that part of the revised stamp, that states that the "report is not to be distributed outside your agency," it is pointed out that the established channel for dissemination of SGE reports is to the Civil Service Commission (CSC) which in turn furnishes them to the interested agencies. This language might raise some question as to whether they would be permitted to forward the report to the appropriate agency for processing. The present stamp does allow for the channelizing of the reports through the CSC to the interested agencies.

(6) The proposed regulations have not provided for a requirement in Selective Service Conscientious Objector reports which is that at the beginning of the details a statement must be made that all persons interviewed whose names are disclosed in the report have been advised they have no objection to disclosure of their identity. (Part III, FBI Handbook, Section 6C4, page 169.) The Selective Service Desk points out that the above requirement is necessary to avoid embarrassment at the time of a hearing since the Conscientious Objector will be furnished a summary of the Bureau reports containing the names of people who have been interviewed and who furnish information concerning the Conscientious Objector.

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(7) The proposed regulations do not provide that in Selective Service Conscientious Objector cases the persons investigated is called the registrant and not the subject. The Selective Service Desk states this should be provided for in the new regulations to avoid any objection by the conscientious objector to being called a subject.

(8) The new regulations do not provide for the Selective Service number of the subject of the case to be included in the title. The Selective Service Desk states this information is essential in the title in order to assist in proper routing of the report when it reaches Selective Service Headquarters.

(9) The new regulations do not provide for the synopsis of every closing Selective Service Act case to contain the specific nature of the alleged violation and information concerning the manner in which the delinquency was removed. The Selective Service Desk advises that this information in the synopsis is essential because the closing report is the only report furnished to the Selective Service Headquarters and the above information is necessary for their study and other uses made of the Bureau reports.

(10) The proposed regulation does not provide for the inclusion of the term "veteran," employers name and address in the title of reports in Selective Service Re-employment cases. In Selective Service reports this is necessary in order to distinguish the report from other types of Selective Service reports and to assist in routing the report to the Department of Justice.

(11) The proposed regulations do not provide for the various characters to be assigned to Selective Service cases such as Conscientious Objector cases, Re-employment cases, Sedition cases. Selective Service Desk points out that these various cases have different types of characters necessary for proper routing and handling.

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(12) The proposed regulations do not provide for those cases wherein the subject's true name is different than the name under which he was registered. At the present time subject's true name is set forth, and if he was registered under his alias, that alias is then set forth but preceded by the words "registered as." The Selective Service Desk advises that this provision is necessary in order to facilitate the handling of Selective Service reports.

(13) The proposed regulations do not provide for the exceptions required concerning the title in Deserter cases. At the present time in Deserter cases it is required that the first name listed in the title be exactly the same as the first name listed in the request received from the military service. The Service Serial number is then set forth followed by the alias of subject including his true name. The words "true name" are placed in the title following the subject's true name. By retaining the same name in the title of reports and the apprehension airtels as was set forth in the form requesting the investigation, the military services are able to quickly locate their data on the deserter. The Deserter desk desires that its present requirements continue; however, it is possible to change the requirements for the sake of uniformity and use some system to let the military service know if the title has been changed. The military service only receives a copy of the apprehension airtel and if the title of the case is changed, the apprehension airtel would have to reflect the change.

RECOMMENDATION:

It is recommended that the proposed regulations on report writing be approved with the exception of the above suggestions submitted by the various sections of the Investigative Division.

It is also recommended that this memorandum be routed to the Training and Inspection Division for consideration of the suggestions set forth above.

R *W* *W* *W*

September 18, 1958

OBSERVATIONS OF EMPLOYEES SECURITY SECTION RE UNDATED MEMORANDUM
FROM MR. TAMM TO MR. TOLSON COVERING REPORT WRITING REGULATIONS
AND PROCEDURES

1. ENCLOSURES:

In item 4, page 1, of Mr. Tamm's memorandum it is proposed that enclosures be listed on both FD 263 and FD 204.

OBSERVATION

Although this Section has no objection to this proposal, it would appear that an itemization and description of enclosures on FD 263 as well as FD 204 is a duplication and a time-consuming function for the Field to prepare.

At the present time in SGE reports under Section 69 G 2 g of the Manual of Instructions, exhibits or enclosures for a report are appropriately identified in the body of the report where mentioned. For example, if information is reported concerning a Communist Party nominating petition reportedly signed by the employee, the comment is made in the report at that point that a Photostat of the Communist Party nominating petition is attached (Exhibit A). This practice assists an outside agency in tying in exhibits with the particular part of the details to which the exhibit pertains.

2. INFORMATION RE RELIABILITY OF INFORMANTS:

Item 15, page 8, of Mr. Tamm's memorandum. Current instructions require that a letterhead memorandum, suitable for dissemination, be prepared setting forth information concerning reliability of persons interviewed in certain cases, including SGE and security-type cases. Prior to the Jencks decision, this information was set forth in details of reports. In proposed regulations it is provided that reliability of sources be set out on a separate page which will be the last page of the investigative report. Chicago Office, Mr. Holloman and Mr. Belmont suggest that since there is no guarantee that a report or a portion thereof will not be subsequently made available

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to the defense, it was to be questioned whether or not it would be in the best interests of the Bureau to include information concerning the reliability of sources as an integral part of an investigative report.

OBSERVATION

It is observed that the proposed procedure of reporting the reliability of sources on a separate page which is the last page of an investigative report may raise the question as to whether the best interests of the Bureau will be served by including this information as a part of the investigative report. If it can be expected that the judge will excise this type of data, consideration might be given to include this information in the details of the report in connection with the source being evaluated as it was done prior to the Jencks decision. It is noted that the last paragraph of the report would have an asterisk beside the page number, for example, 7*, which will indicate the end of the details of the report. This would appear on the last page of the report even though the last page was the page incorporating information concerning the reliability of sources indicating that the Bureau itself considers that information an integral part of the report. An outside agency receiving reports under the Federal Employee Security Program would have this evaluation page as an integral part of our report rather than as a separate document as under present reporting procedures.

The memorandum of Mr. Tamm points out that if the proposed regulations requiring that the reliability of sources in applicant and security-type reports be set out on the last investigative page are not approved, it is recommended that current regulations requiring the preparation of letterhead memoranda remain in effect. Several suggestions were made for forwarding the letterhead memoranda to the Bureau including the use of routing slips. As a method of transmitting such letterhead memoranda to the Bureau, it is suggested that consideration be given to listing them as an enclosure on FD 263 which is an administrative page not disseminated to outside agencies. No reference to the letterhead memorandum would appear on FD 204 or in the details of the investigative report. It would appear that a cover letter would not be necessary for this transmittal as FD 263 is to carry administrative data now set forth in cover letters to reports.

September 22, 1958

OBSERVATIONS OF SPECIAL INQUIRY SECTION RE UNDATED MEMORANDUM FROM
MR. TAMM TO MR. TOLSON COVERING REPORT WRITING REGULATIONS AND
PROCEDURES

1. INVESTIGATIVE PERIOD

Item 14 page 7 of Mr. Tamm's memorandum. Current regulations provide that on the cover page to reports (FD-263) in the block provided, there shall be set forth the dates investigation was conducted and administrative functions were performed. The proposed regulation provides the investigative period be retained but only the date of the first recorded investigation and last date of actual investigation be included in the period. Dates administrative functions such as file reviews and investigative activity such as unsuccessful attempts to locate individuals, etc., will be ignored since they are "not subject to confirmation" in the details of the report.

OBSERVATION

In applicant-type cases all dates whether subject to confirmation in the details or not should be set out in the investigative period. The fact that the function performed was administrative or an unsuccessful investigative attempt is important because it reflects the attention and time afforded the investigation. This is essential in order to justly determine whether the investigation was initiated promptly and given continuous attention. It is submitted that under the proposed regulation an applicant report would reflect commencement of investigation an unreasonable number of days after the case was received whereas factually investigation was initiated earlier but not recorded in the investigative period because it involved administrative functions or unsuccessful investigation to locate records, employers, references, etc. In such a situation, unnecessary correspondence and employee time would be thereafter expended in ascertaining complete facts regarding the handling of the case. This would occur because it is the responsibility of this section to insure that our cases are handled promptly and continuously and, if not, to secure explanations from the field. It is also noted that information concerning the dates of administrative functions and other investigative matters not recorded in the details of a report may be corroborated by reference to daily reports, etc.

66-2435-2148

ENCLOSURE

2. INFORMATION RE RELIABILITY OF INFORMANTS

Item 15 page 8 of Mr. Tamm's memorandum. Current regulations require a letterhead memorandum shall be prepared to set out evaluation of the reliability of informants mentioned in applicant and security-type reports. Also when such an investigative report is disseminated, a copy of the letterhead memorandum is disseminated to permit evaluation of the contents of the report. The proposed regulation provides that the reliability of the informants be set out on a separate page or pages which would be the last page or pages of the investigative report in order to avoid preparation of a second document. These regulations were the result of the Jencks decision from which evolved the possibility that our investigative reports might be examined by the defense counsel. Further that portions of the reports relating to the informant's reliability might become known to the defense counsel and possibly to the informant-witness himself.

It has been submitted that if the proposed regulation was placed into effect, the judge could excise that portion of a report relating to the reliability of an informant. It has also been submitted that even though we maintain our present system of setting forth the reliability of informants on a separate letterhead memorandum, the judge might want the entire file which would include the letterhead memorandum made available.

Several suggestions were also made as to the method of forwarding the letterhead memorandum to the Bureau if the present regulation is to remain in effect. One of these was to list the memorandum as an enclosure on FD-263.

OBSERVATIONS

The purpose of setting forth the evaluation of informants on a separate letterhead memorandum was to prevent such data being made available to the defense counsel and possibly the informant-witness himself. In the support of the proposed regulation there is speculation that the judge may excise that portion of the report that refers to the reliability of the informant, also that the judge may order the entire file made available. It is submitted that the most effective way to avoid such data being made available to the defense counsel and possibly the informant-witness is to eliminate as much as possible any such opportunity. If we maintain the present regulation such opportunity would not exist unless the judge finally ordered the entire file made available. Recommend the proposed regulation not be adopted.

If the present regulation is maintained the letterhead memorandum evaluating the reliability of the informant should not be listed as an enclosure on FD-263 because in applicant type reports handled by the Special Inquiry Section FD-263 is disseminated.

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. A. H. Belmont *MB*

DATE: September 5, 1958

FROM : Mr. J. F. Bland

SUBJECT: REPORT WRITING REGULATIONS AND
PROCEDURES, ELIMINATION OF
ADMINISTRATIVE DETAIL

Tolson _____
Boardman _____
Belmont _____
Mohr _____
Nease _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
W.C. Sullivan _____
Tele. Room _____
Holloman _____
Gandy _____

Investigative Reports

Reference is made to memorandum from Mr. Tamm to Mr. Tolson dated August 26, 1958, and to enclosure thereto setting forth proposed changes in reporting procedures. It is the recommendation of the Training and Inspection Division that upon approval of the proposed changes, the other divisions will review appropriate sections of the Manual of Instructions and prepare necessary changes eliminating report writing instructions contained therein.

SYNOPSIS

Proposed reporting changes contain following affecting security reports: 1) report will be "one package" affair which will include cover pages, reflecting administrative data, and investigative pages, reflecting investigative data. Title page of cover pages will be FD-263. Title page of investigative pages will be FD-204; 2) name of Investigative Clerk to be included as author of report; 3) rules re "Title of Case" rewritten and consolidated for uniformity; 4) "Investigative Period" eliminated; 5) FD-204, title page of investigative pages of report, will contain wording now included in "Property" and "Clearance" stamps; 6) evaluation of informants will not be set forth on letterhead memorandum but will be set forth on separate page (s) which will be last page (s) of report; 7) topical headings of summary reports on Security Index subjects, as reflected in Section 87, Manual of Instructions, not delineated; 8) FD-302's, SF-64's and letterhead memoranda recording information which may become testimony must be dictated within five working days; 9) T-symbols will be prefixed by abbreviation of reporting office i.e., SF T-1; 10) documentation of reports will be two-column, omitting documentation "Date of Activity and/or Description of Information" as compared to previously employed three-column documentation; 11) status at end of details will be eliminated but an asterisk will be placed adjacent to number of last page to indicate that page is last page of report; and 12) Auxiliary offices to report to origin by "insert." Comments and recommendations concerning foregoing changes set forth.

- 1 - Mr. Belmont
1 - Mr. Sizoo
1 - Mr. Baumgardner

- 1 - Mr. Bland
1 - Mr. Branigan
1 - Mr. Donahoe
1 - Mr. Putnam

PDP:pat:ef

(8)

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REC-38

66-2435-2149

OCT 16 1958

Memorandum for Mr. Belmont
RE: REPORT WRITING REGULATIONS AND
PROCEDURES, ELIMINATION OF
ADMINISTRATIVE DETAIL

DETAILS

A review and analysis of the proposed changes disclose the following principal changes which will affect the work of the Domestic Intelligence Division:

1) The basic proposed change is to eliminate cover letters for reports (see page 10 of Draft) substituting cover pages which contain the administrative data now set out in cover letters. The title sheet of the cover pages will be FD-263 (currently used as title page of report - see sample security report). The FD-263 and cover pages are not to be disseminated as they contain administrative data. Following the cover pages will begin the investigative pages of the report (see page 20 of Draft) headed by Form FD-204 (see sample security report) followed by the details. FD-204 and subsequent pages of report will be disseminated.

COMMENT: In effect this makes the report a "one-package" affair, making the cover pages a part of the investigative report, to be detached at time of dissemination. This should have no adverse effect on security reports, other than question raised on page five, Item 7.

2) Under the proposed changes, it is provided that in cases other than those in which the Bureau is office of origin, results of investigation by auxiliary offices of no immediate benefit to the solution of the case or location of the subject shall be reported in insert form and transmitted to the office of origin. The office of origin in due course will include these inserts in an investigative report.

COMMENT: This does not preclude instructions set forth in Manual of Rules and Regulations, Part II, Section 1, Item C, which pertain to the necessity of field divisions advising the Bureau fully and promptly of all information involving individuals or situations of such a nature that it is of interest to the Seat of Government at the time or is likely to become a matter of interest in the future.

3) Page two, Item 2a, of the Draft provides that the results of the investigation must be submitted by memorandum when (a) process not issued, and information is trivial or negative and (b) no special reason for advising Bureau exists (reason exists, i.e. subject is notorious, widespread publicity is involved, or subject is Government employee, etc.). Any doubts should be resolved to insure that the Bureau is properly informed concerning investigative and intelligence matters.

Memorandum for Mr. Belmont
RE: REPORT WRITING REGULATIONS AND
PROCEDURES ELIMINATION OF
ADMINISTRATIVE DETAIL

COMMENT: From an analysis of this change, it would appear that the field would have in its files information of a subversive nature which the Bureau would not have. Bearing in mind that Section 87A-B, page two, Item B, of the Manual of Instructions, provides for the submission to the Bureau of certain type of subversive derogatory information on individuals (members of basic revolutionary organizations and members of certain cited front groups), it should be clearly delineated that any new rules in this regard should not abrogate the current provisions cited in the afore-mentioned Section 87A-B.

4) Page nine, Item o, of the Draft provides that in applicant, conscientious objector, Security of Government Employees and security-type cases, a T-symbol may be used when necessary to conceal the identity of a person interviewed. This sentence is followed by the parenthetical statement "This does not concern security informants; see M of I, Vol. IV, Sec. 107." The fourth sentence of Item o, page nine, of the Draft states that it must be remembered that when a witness takes the stand, there must be available for production in court or hearing an original FD-302, SF-64, letterhead memorandum, or signed statement containing the "true name" of the person who gave the information.

COMMENT: The Manual of Instructions, Section 107G, Item 2a (7), provides, with reference to the preparation of informants' reports, that the informant should identify each page of his report at the bottom by affixing his code name or code symbol (not his permanent symbol number or true name).

In the interest of clarity and in order to avoid any question that the field may raise concerning this change, it is felt that the parenthetical statement mentioned above, "This does not concern security informants; see M of I, Vol. IV, Sec 107," should be placed as the last sentence in Item o.

5) Insofar as security work is concerned, there are no changes with reference to material to be recorded on FD-263 with the following exceptions:

Memorandum for Mr. Belmont
RE: REPORT WRITING REGULATIONS AND
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ADMINISTRATIVE DETAIL

(a) Under heading "Report Made By," it is provided that if the report is dictated by an Investigative Clerk, his name shall appear as the author. (See Draft, page 10, Item 4a (4)(a).)

COMMENT: Since it is possible that Investigative Clerks (IC) conducting record checks will develop information which may be the subject of testimony which will require that IC be identified in the course of trials, it appears proper that the IC appear as author of a report when he prepares a report.

Memorandum for Mr. Belmont
RE: REPORT WRITING REGULATIONS AND
PROCEDURES, ELIMINATION OF
ADMINISTRATIVE DETAIL

(b) Current rules pertaining to "Title of Case" have been consolidated and for the most part rewritten to effect uniformity. As they affect security work, it is noted that under the proposed regulations, when a crime is against an organization, facility or company having a contract with, insured by, or chartered by the U. S. Government (sabotage cases), the name of the facility, location, and date of offense will be set out in the first report submitted by office of origin and to be dropped from the title thereafter unless to retain it will promote accuracy in filing, clarity, or supervision. (See Draft, page 11, item IV (B).)

In unknown subject cases, where the crime is not against a person or property (105-contact cases and espionage cases), identifying data should be included in the title. (See Draft, page 12, item II (c).)

COMMENT: It is believed that the proposed rules as they pertain to "Titles" are stated in broader terms, are more uniform and should serve the indexing and supervisory needs of the Bureau.

(c) Under the proposed changes there is no provision for inclusion of "investigative period." (See Details, page 11, item 5.)

COMMENT: In effect, the dates set out in the "investigative period" under current rules are merely a compilation of the dates of investigation set out in the details, plus certain dates that are not subject to confirmation by a study of the report, such as file review dates. The proposed regulations require that when a report is dated 30 or more days after the last date of investigation included in the details, an explanation is to be set out in the cover pages. Under the old rules an explanation was also required. This should result in expediting submission of reports.

Memorandum for Mr. Belmont
RE: REPORT WRITING REGULATIONS AND
PROCEDURES, ELIMINATION OF
ADMINISTRATIVE DETAIL

6) With regard to the FD-204, mentioned above, the form is self-explanatory; however, the following are noted (see sample FD-204 and Draft, pages 20 - 30).

(a) After the heading "Copy to": to be left blank, except on the copy or copies to be disseminated to outside agencies by the field. When copies are disseminated by the field to more than one intelligence agency, all dissemination is to be reflected on each copy disseminated.

COMMENT: The exception above is particularly important in key facility cases inasmuch as outside agencies should be cognizant of what other agencies have received copies of a particular report. An agency having security responsibility at a particular key facility would certainly be interested in knowing if other agencies interested in that facility received copies of a particular report.

(b) After the heading "Title," will be set out an abbreviated title. In normal situations it will consist of the name or names of the subjects without any listing of aliases. If subject is unknown, title will be same as in cover page. If there is a change in title, the first sentence of synopsis, which immediately follows, will contain sufficient information for the receiving agencies to identify with previous communications.

COMMENT: This should have no adverse affect on security reports.

(c) The legend at the bottom of the FD-204 contains wording similar to the wording in the "property" and "clearance" stamps currently being used. (See sample FD-204.)

COMMENT: This is an excellent streamlining feature which precludes the necessity of having to place the clearance stamp on disseminated reports.

Memorandum for Mr. Belmont
RE: REPORT WRITING REGULATIONS AND
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ADMINISTRATIVE DETAIL

7) Under the proposed changes the evaluation of informants will be set forth on a separate page or pages which will be the last page or pages of the report. (See Draft, page 9, item g.)

COMMENT: This change was made because it is expected to effect an economy and it is based on the premise that the evaluation of informants is that type information which will be excised by a judge examining the report in accordance with the provisions of the Jencks law. (See Draft, page 6, paragraph 2, and page 15, paragraph 1.)

The thinking behind this change presupposes that under the Jencks law, the entire FBI report, of which the reliability pages are an integral part, can be studied by the judge. In addition, under the Jencks law there is no guarantee that the entire FBI report will not be subject to study by the judge nor is there any guarantee that in those cases where the judge desires to study the entire FBI report, will he excise that information relating to the reliability of informants. In short, the whim of the particular judge will dictate as to whether or not information relating to reliability of informants will be made available to the defense. This type information should not be made available to the defense.

8) There will be no actual change concerning summary reports other than prosecutive summary reports will be so identified and nonprosecutive summary reports will simply be labeled summary reports. (See Draft, page 35 and Details, page 15, last paragraph.)

COMMENT: There is no specific provision in the proposed changes for the outline currently used in the "Party" reports and the outline currently used in summary reports on security index subjects e.g., Background, Membership in the Communist Party, et cetera. The proposed changes do provide, however, that where

Memorandum for Mr. Belmont
RE: REPORT WRITING REGULATIONS AND
PROCEDURES, ELIMINATION OF
ADMINISTRATIVE DETAIL

appropriate, topical headings may be used in reporting. If the proposed changes are accepted, it is believed that provisions should be made in appropriate parts of Section 87, Manual of Instructions, for guidance of the field and to insure complete investigations, that the particular topics, now covered in "Party" reports and summary reports on individuals, be covered during investigation and appropriately reported.

9) Interview reports (FD-302), memoranda (SF-64) and letterhead memoranda recording information which may be the subject of testimony will continue to be used and must be dictated within five working days after the interview or investigative activity is conducted. (See Draft, page 8, item 1.)

COMMENT: In the absence of a legal definition of the word "contemporaneously," as used in the Jencks bill, a time limit is believed desirable so that the Bureau will not be charged with inaccurate reporting by reason of failure to dictate within a reasonable period of time.

Memorandum for Mr. Belmont
RE: REPORT WRITING REGULATIONS AND
PROCEDURES, ELIMINATION OF
ADMINISTRATIVE DETAIL

10) When T symbols are used, the abbreviation of the name of the "reporting office" should be placed before the T symbol, i.e., SF T-1. (See Draft, page 25, (K), I.)

COMMENT: A question may be raised by the field as to which office is the reporting office, the office submitting the investigative report or the office reporting, by insert, the results of the interview. This wording should be clarified. It is believed that the latter is intended. This rule is obviously necessary in cases where several auxilliary offices submit to the office of origin inserts using T symbols; however, the requirement to prefix a T symbol does make for additional typing in cases, for example, where auxilliary offices are not involved and you have numerous T symbols to be used in a report. In the interest of uniformity, however, and in order to minimize exceptions to the rule, it is felt that the proposal should be adopted.

11) Heretofore, documentation of reports, in general, consisted of setting forth in the cover letter the following items: (a) identity of informant; (b) date of activity and/or description of information, and (c) location of original. Under the proposed changes item (b) will be omitted. (See Draft, page 31.)

COMMENT: Item (b) is reflected in the details and therefore not necessary to repeat in the cover pages. In cases, however, where you have a particular informant furnishing a number of items of information, it will be somewhat more difficult to locate the original of the item of information under the proposed procedure. It is felt, however, that such cases are in a minority and the economy features of the proposed change outweigh any problem of location of original that may come up.

12) Page 16, item (12) (a) II of Draft, provides that leads for Bureau be set forth in cover pages to report whereas page 19, item (b) I of Draft, provides that all leads to the Bureau must be by letter.

COMMENT: This inconsistency has been brought to the attention of the Training and Inspection Division. It was agreed at the conference that all leads to the Bureau must be by letter.

Memorandum for Mr. Belmont
RE: REPORT WRITING REGULATIONS AND
PROCEDURES, ELIMINATION OF
ADMINISTRATIVE DETAIL

13) The "Status" at the end of details will be eliminated, however, in order that the reader will know when he has come to the end of a report, an asterisk will be placed adjacent to the number of the last page of the report.

COMMENT: Inclusion of "Status" at end of details involves duplication inasmuch as the status of case previously reflected in report. Elimination of status at end of details precludes some typing. Use of asterisk to indicate last page of report, it was mentioned at conference, is technique commonly used in business world. There appears to be no reason why this proposed change should not be adopted.

RECOMMENDATION:

Recommended that the proposed report writing regulations and procedures be adopted with the following limitations:

1) Allowance be made for including in Section 87, Manual of Instructions, for guidance of the field and to insure complete investigation in security cases, that the particular topics, now covered in "Party" reports and summary reports on individuals, be covered during investigation and appropriately reported. (See item 5, page 5, above.)

2) Clarification of the terminology, "reporting office," referred to in item 10, page 6, ^{has been} made.

Disagree. Needs clear to me

*Will
be made
of use.*

Memorandum for Mr. Belmont
RE: REPORT WRITING REGULATIONS AND
PROCEDURES, ELIMINATION OF
ADMINISTRATIVE DETAIL

3) The inconsistency relating to leads for the Bureau, referred to in Item 9, page six, be resolved.

4) In view of the fact that there is no guarantee under the Jencks law that an entire FBI report will not be made available to a judge and no guarantee that a report or portions thereof will not be subsequently made available to the defense, it is recommended that the question be raised as to whether or not it would be in the best interests of the Bureau to include that information concerning reliability of informants as an integral part of the FBI report (See instant memorandum, page 5, paragraph 1).

5) It is recommended that a statement be included in the proposed regulations on page 2, Item 2, a, of the Draft to insure that nothing in the regulations abrogates current instructions set forth in Section 87A - B relating to the submission to the Bureau of certain subversive derogatory information on individuals (identities of members of basic revolutionary groups and of certain cited front groups) (See instant memorandum page 2, paragraph 6).

6) It is recommended that Item o, page 9, of the draft be changed to include the parenthetical statement, "This does not concern security informants; see Manual of Instructions, Volume IV, Section 107," as the last sentence of Item o. This recommendation is being made in order to insure that an informant's true name will not appear on his reports. (See instant memorandum page 2a, paragraph 2).

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tamm

DATE: 10/16/58

FROM : H. B. Fletcher

SUBJECT: ~~REPORT~~ WRITING; SUGGESTION
 DESIGNED TO REDUCE NUMBER OF
 REPORTS AND OTHER COMMUNICATIONS
 AT SEAT OF GOVERNMENT (SOG)

Tolson _____
 Nichols _____
 Boardman _____
 Belmont _____
 Mohr _____
 Parsons _____
 Rosen _____
 Tamm _____
 Trotter _____
 Nease _____
 Tele. Room _____
 Holloman _____
 Gandy _____

There is attached a write-up covering a suggestion made by SA Leon A. Francisco captioned as above. By reference and attachment, it is incorporated in this memorandum so that it will be a matter of record in lieu of other disposition.

This suggestion was considered by H. O. Bly, Domestic Intelligence Division; F. W. Waikart, Records and Communications Division; D. C. Morrell, Administrative Division; R. J. Gallagher, Investigative Division; L. A. Francisco and H. B. Fletcher, Training and Inspection Division, on 9/9/58. It was unanimously agreed that the suggestion should not be considered at this time, having in mind that the proposed correlation of report writing rules was then being actively considered. The changes in report writing would in some measure carry out the purpose of the suggestion in that it would bring about a reduction in the number of investigative reports being received at the SOG. In effect, the suggestion goes beyond the proposed changes in report writing which have just been approved in that it permits the office of origin to delay the submission of an investigative report up to 90 days. Under current regulations, cases become delinquent if reports are not submitted within 45 days. Further, the recently approved report writing regulations provide that auxiliary offices need not submit communications to the Bureau when the results of their investigations are negative in character. The suggestion of Mr. Francisco extends this regulation to cover results of investigation by auxiliary offices even though they be positive in character as distinguished from negative in character. It was unanimously agreed that it was very undesirable to require the field to inform the Bureau of the opening of all cases by field offices. This would cause a very large number of communications to be received at the Bureau which are not now received. The net result would be that the Bureau would actually receive more communications than it does under present regulations. This would be not only undesirable but unnecessary.

If the suggestion is to receive further consideration, the consideration should be limited to determine whether it would be desirable to permit auxiliary offices in all investigative matters, except those in which the Bureau is office of origin, to report results of investigation only to the office of origin in absence of developments or circumstances requiring advice to the Bureau and whether, in addition to limited reporting by auxiliary offices to Bureau Headquarters, the office

Enclosure

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 PERS. FILES

Memorandum for Mr. Tamm
Re: REPORT WRITING

of origin be permitted to delay submission of an original investigative report until 90 days had elapsed as contrasted to the present rule that cases become delinquent if reports are not submitted within 45 days."

ACTION:

None. Informative. An administrative tickler has been set up so that this suggestion will be brought to mind 4/1/59, to be considered in light of the experience of the Bureau under the newly approved report writing regulations.

*noted by
Suggsman H. L. H.
10/17/58
H*

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tamm

DATE: 9/2/58

FROM : H. B. Fletcher

SUBJECT: REPORT WRITING; SUGGESTION
DESIGNED TO REDUCE NUMBER OF
REPORTS AND OTHER COMMUNICATIONS
AT SEAT OF GOVERNMENT (SOG)

Tolson _____
Nichols _____
Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____

SYNOPSIS:

SA Leon A. Francisco of this division has suggested that initial investigative reports be submitted by the field to the Bureau 90 days after the case is opened for the purpose of sharply reducing the number of reports to be processed at SOG without sacrifice of essential SOG supervision. This suggestion has been given careful consideration and proposed procedures to implement this suggestion are:

(1) Field offices will inform Bureau of the existence of an investigative matter at the time the case is opened or otherwise when it becomes known that investigative reports or other communications to the Bureau will be required as investigation proceeds. Field will be authorized to use as an initial communication to SOG copies of complaint form FD-71 (copy attached) commonly used by field offices as basic serial to open case, Bureau file number to be furnished field upon receipt of initial communication from the field.

(2) After submission of this initial communication to the Bureau, no investigative report is to be submitted until case is concluded or until 90 days have passed. If office of origin after 90 days can advise Bureau matter will be concluded within next 30 days, Bureau will be so advised; otherwise, office of origin will submit pending report. This procedure applicable to all cases other than those in which Bureau is office of origin, deadline matters, and those investigative matters in which it is required that reports be submitted at earlier dates, i. e. bank robbery cases, initial report 30 days.

(3) Auxiliary offices will submit results of investigations to the office of origin utilizing inserts (typed pages which can be inserted as pages in a report without retyping). This procedure applicable in all cases except those in which Bureau is office of origin and those in which there is a deadline to conclude investigation.

(4) Proposed procedures are not to be construed as changing Bureau instructions requiring field divisions to keep Bureau fully and promptly advised of information of known interest to SOG in a timely manner. Regulations as to the type of communications which must be submitted SOG are to remain in effect.

ENCLOSURE

Recommendations are set out on last pages 66-2437-2150

Enclosures

1 - Mr. Belmont

1 - Mr. Mohr

REC-4

15 OCT 20 1958

1 - Mr. Nease

1 - Mr. Rosen

HBF:ekd

(7)

10-23-58
PERS. FILES

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tamm

DATE: 9/2/58

FROM : H. B. Fletcher

SUBJECT: REPORT WRITING; SUGGESTION
DESIGNED TO REDUCE NUMBER OF
REPORTS AND OTHER COMMUNICATIONS
AT SEAT OF GOVERNMENT (SOG)

Tolson _____
Nichols _____
Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____

DETAILS:

On 8/5/58, SA Leon A. Francisco suggested that when a case is opened in a field office, the Bureau be furnished two typed copies of executed complaint form FD-71 (copy attached). FD-71, designed to facilitate opening of cases in the field, reflects the title and character of the case, the name of the complainant, available description of the subject, date information received, and initial facts, all of which would be sufficient to permit SOG to open case. Supervisor Francisco suggested that one copy be utilized to open the case at SOG and that the other copy be returned to the field office for the purpose of furnishing the Bureau file number. He suggested that in certain type cases, such as kidnaping and espionage, the first investigative report be submitted within 10 days and that subsequent reports be submitted thereafter on a designated deadline basis; that in all other cases, which he estimated might be 80% of all cases, no report would be submitted to the SOG until 90 days after opening of the case unless the investigation should be concluded prior to that time. During this period, auxiliary offices would submit reports to the office of origin and not to the Bureau and the office of origin would submit to the Bureau after 90 days copies of each report submitted by auxiliary offices and copies of its own report in one package.

Supervisor Francisco indicated that details would necessarily have to be worked out and in keeping with the suggestion, study and consideration of it have been made by this division.

Consideration and study of this suggestion indicate that if this suggestion can be worked out it will (1) reduce the number of investigative reports to be processed and supervised at Bureau Headquarters; (2) it will make for better reporting in that results of investigations will be set forth in a single or limited number of reports; (3) it will facilitate supervision, both in the field and at SOG, where the investigative reports received will be more comprehensive and, (4) it will achieve economies in personnel and administrative costs.

Enclosures

- 1 - Mr. Belmont
- 1 - Mr. Mohr
- 1 - Mr. Nease
- 1 - Mr. Rosen

HBf:ekd
(7)

ENCLOSURE

66-2435-2150

OCT 20 1958

REC-4

REC-4

Memorandum for Mr. Tamm.
Re: REPORT WRITING

The Bureau is not now informed of the opening of all cases by a field office. Under current regulations, when process is not issued, when information is developed which is trivial or negative and no special reason for advising the Bureau exists, the field is authorized to close the case in the field by a memorandum for the file or by a letter to the USA if he has given an opinion. It is not suggested that these existing instructions be changed; however, when it is known that communications to the Bureau will be required at the time the case is opened, then copies of the complaint form FD-71 and/or other communications, the file copies of which are used to open the case, shall be in all cases sent to the Bureau.

To implement the suggestion, the following procedures are recommended for consideration:

(1) All communications, including teletypes but excluding radiograms, from a field office to the Bureau or from a field office to other field offices shall reflect the file number of the sending office. File numbers of offices and of Bureau to which communication is addressed must be reflected on such communications if known.

(Note: Manual of Rules and Regulations (MRR) does not now specifically state that the file number of the sending office must appear on letters and airtels without exception. Often initial communications are prepared and transmitted by a field office without the office file number being shown on the letter or airtel. Under current instructions, office file numbers and Bureau file numbers are not set out on teletypes.)

(a) An initial communication other than a teletype to the Bureau must have attached a form FD-217. (copy attached; - used by the field to obtain the Bureau file number in those instances in which additional correspondence with the Bureau can be foreseen.)

(b) When a teletype is the initial communication to the Bureau, it will be headed "TO DIRECTOR - BUNUM." At present, all teletypes are simply addressed "TO DIRECTOR." The addition of the letters "BUNUM" is to reflect that the Bureau file number is unknown and it is requested. Since under the proposed change the field office file number will be reflected on the incoming teletype, SOG should furnish the sending office with the Bureau file number utilizing a form FD-217.

Memorandum for Mr. Tamm.
Re: REPORT WRITING

File numbers on teletypes will be shown in figures rather than by spelling out the numbers. For example, a teletype message heading would be prepared as follows:

TO DIRECTOR - BUNUM

FROM SAC CHICAGO - 2P - 7-1960

or

TO DIRECTOR - 7-8999

FROM SAC CHICAGO - 2P - 7-1960

(Note: 1. "2P" reflects approximate length of the message in pages as is required under present regulations.
2. It is an unwritten rule that numbers appearing in the text of teletype messages be spelled out. To insure accuracy in the text of a teletype and to provide uniformity this rule should be set out in the manual as a paragraph to be added to Section 4 A 6 c (2), page 38, Part II, MRR.)

(2) The field is to be authorized to use form FD-71 as an initial communication to the Bureau. At present, this is not a form used as a communication between a field office and the Bureau or between one field office and another field office. It is not presently required that the complaint form be typed. It can be filled out in longhand. Under the suggestion, it will be required that it be typed when used as an initial communication. The original and one copy shall be sent to the Bureau by routing slip with a form FD-217 attached. At least two copies shall be retained by the sending field office to be utilized to open the case in the field in accord with existing instructions. At SOG, the original copy will be utilized to open a Bureau file. The second or carbon copy is to be detached by the SOG supervisor and utilized as a tickler. The supervisory desk will be authorized to retain same as a tickler so long as the case is active.

(3) The preparation of a complaint form is not required when immediately upon receipt of the complaint the initial information is sent out in the form of a letter, airtel, teletype, or some other communication. In the field office, file copies are utilized to open the case. When the initial

Memorandum for Mr. Tamm.
Re: REPORT WRITING

communication to the Bureau is an airtel, teletype, or letter, under current instructions, the original and at least one copy are furnished to the Bureau. In keeping with the suggested method of handling the complaint form FD-71 when it is received at the Bureau as the initial communication, the SOG file should be opened on the original copy and the supervisory desk will be authorized to retain the second copy as a tickler so long as the case is active.

(4) After the submission of the initial communication to the Bureau recording the opening of the case, no investigative report is to be submitted until the case is concluded or until 90 days have passed without the case being concluded. If the office of origin at the expiration of 90 days is in a position to advise the Bureau that the matter should be concluded within the next 30 days, a status type communication, FD-205 (copy attached), shall be furnished to the Bureau in lieu of an investigative report. If the investigation will not be so concluded, the office of origin will submit a pending report at the expiration of 90 days after the case has been opened. This procedure will be applicable to all cases involving location of fugitives and all other investigative matters except those in which the Bureau is carried as office of origin and those investigative matters in which it is required under present instructions that reports be submitted at earlier dates, i. e. Bank Robbery cases - initial report 30 days, and deadline matters requiring that the investigation be concluded within a specified time, i. e. Civil Rights cases - closing report 10 days. Nothing in this proposed procedure is to be construed as changing existing Bureau instructions as set out in Part II, Section 1 C, page 11, MRR, which require that field divisions keep the Bureau fully and promptly advised of all information of known interest to the SOG at the time or which is likely to become a matter of interest in the future. Similar-type instruction which is to remain in effect is noted in Section 3 E 11, page 28, requires that the Bureau be informed of matters of outstanding interest. Also, instructions set forth in Section 4 A 1, which prescribe the type of communication which must be submitted to record the results of investigation under given circumstances, are to remain in effect.

(5) Results of investigation by auxiliary offices in fugitive investigative matters and all other investigative matters, except those in which the Bureau is office of origin or those in which there is a set deadline to conclude the investigation, will be reported to the office of origin by the use of inserts. Ten copies of such inserts are to be furnished to the office of origin unless the office of origin has indicated to the auxiliary offices that additional copies will

Memorandum for Mr. Tamm:
Re: REPORT WRITING

be required. In cases in which the Bureau is office of origin and in cases wherein the investigation must be concluded within a given deadline, auxiliary offices will submit investigative reports in accord with existing instructions. Also, auxiliary offices will submit the results of investigation in the form of an investigative report rather than in insert form when good judgment and efficient administration so dictate. For example, if the investigation conducted by the auxiliary office is extensive and in itself wraps up one or more necessary and important phases of an investigation, an investigative report should be submitted. Such a situation would also exist if the office of prosecution is an office other than the office of origin. When an auxiliary office submits an investigative report, necessary copies should be transmitted to SOG, office of prosecution, office of origin, and all other auxiliary offices as may be required.

(Note: Under current instructions, Section 4 A 1 a (7), MRR, results of investigation by auxiliary offices of no immediate benefit to the solution of the case or location of a subject in certain classifications are reported by letter, airtel, or teletype to the office of origin. In another memorandum which provides for a suggested uniform reporting system, this regulation is changed to be applicable to all investigative matters other than those in which the Bureau is office of origin and it is provided that the results of such investigation shall be submitted in insert form to the office of origin rather than by letter, airtel, or teletype. In giving full effect to the suggestion of Supervisor Francisco, auxiliary offices will report results of investigation in insert form even though the results are of immediate benefit to the solution of the case or location of the subject.)

RECOMMENDATIONS:

(1) That this proposal be studied by the Records and Communications, Administrative, Domestic Intelligence, and Investigative Divisions and their observations and recommendations submitted.

Memorandum for Mr. Tamm
Re: REPORT WRITING

(2) That the Training Section of Training and Inspection Division correlate the recommendations and suggestions into proper form for the consideration of the Executives Conference.

Office Memorandum • UNITED STATES GOVERNMENT

TO : Director, FBI (File) DATE:

FROM : SAC, (File)

SUBJECT:

This case will be delinquent.

Date of Bureau deadline:

Reason for the delinquency:

Date the report or necessary communication
will reach the Bureau:

AEC zone designation, e.g., OR, CH, etc.:
(This applies only to 116 cases.)

66-2435-2150

ENCLOSURE

Note: Hand print names legibly; handwriting satisfactory for remainder.

Subject's name and aliases			Address of subject		Character of case	
Complainant			Complainant's address and telephone number		Complaint received <input type="checkbox"/> Personal <input type="checkbox"/> Telephonic Date _____ Time _____	
Subject's Description	Race	Sex	Height	Hair	Build	Birth date and Birthplace
	Age	<input type="checkbox"/> Male	Weight	Eyes	Complexion	
		<input type="checkbox"/> Female				
	Scars, marks or other data					

Facts of complaint

led

(Agent)

ENCLOSURE

2150

Assistant Attorney General
Malcolm Anderson

September 25, 1958

Director, FBI

66-2435

**DISSEMINATION OF REPORTS
TO THE DEPARTMENT**

Your memorandum of September 19, 1958, under the caption "Case Reports," your reference HA:JPO'B:os, has been received.

It is observed in connection with the various sections of the U. S. Code listed in your memorandum that there may exist a question with respect to the proper agency to exercise investigative jurisdiction regarding some of them. In accordance with your request, however, we will send to the Department no further copies of reports in any of the matters investigated by the FBI included in the list of code sections incorporated in your memorandum.

We will, of course, continue to forward to the Department copies of reports in any of these matters where you have specifically requested reports in a particular case or have specifically requested a particular investigation. We will also furnish copies of such reports as suggested by you in any other instances where such action would appear desirable on the basis of the facts in the individual case.

NOTE COVER MEMO A. ROSEN TO THE DIRECTOR 9/24/58 OJK:IGE

OJK:ige

MAILED 10

SEP 25 1958

COMM-FBI

Tolson
Boardman
Belmont
Mohr
Nease
Parsons
Rosen
Tamm

67 NOV 4 1958

ORIGINAL FILED IN 66-28280-357

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tamm

DATE: 10/16/58

FROM : H. B. Fletcher

SUBJECT: UNKNOWN SUBJECT CASES INVOLVING
VIOLATIONS OF INTERSTATE TRANSPORTATION OF
STOLEN MOTOR VEHICLE (ITSMV)

Tolson _____
Nichols _____
Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____

Reference is made to my suggestion dated 7 11 58, in the memorandum attached. There is also attached a memorandum from J. D. Pope to Mr. Rosen dated 7/25/58, which opposes approval of the suggestion and in the alternative suggests that we go back to the system once used in the Bureau of having reports stamped "File." It is noted that Mr. Rosen did not believe that this approach was the answer. In considering changes in the report writing system in connection with efforts to make it uniform, suggestions of this type were ruled out because it made for an exception to our report writing system. So long as the Bureau must be informed in any given case, it was believed desirable to leave it to the discretion of the field in what manner this should be done.

It is noted that this suggestion to limit the number of reports received by the Bureau in unknown subject cases has been previously proposed and not adopted and was last proposed in November, 1954, Bureau file reference 66-2435-1564, and the Executives Conference unanimously recommended against adoption. In view of these circumstances, further consideration of this suggestion is not warranted at this time.

The two memoranda referred to above are attached and incorporated in this memorandum by reference for the sole purpose of causing them to be filed in lieu of other disposition.

ACTION:

None. Informative.

2 ENCLOSURE

2 ENCLOSURE

Enclosures (2)

EX-102
REC-68

1 66-2435-251
NOT RECORDED
102 OCT 20 1958

14 OCT 17 1958

HBf:ekd
(2)

50 OCT 23 1958

ORIGINAL FILED IN 66-10-1081

Office Memorandum • UNITED STATES GOVERNMENT

TO : MR. ROSEN

DATE: 7/25/58

FROM : J. D. POPE

SUBJECT: UNKNOWN SUBJECT CASES INVOLVING
VIOLATIONS OF INTERSTATE
TRANSPORTATION OF STOLEN
MOTOR VEHICLE (ITSMV)

Tolson _____
Nichols _____
Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____

Reference is made to memorandum dated 7/11/58, from Mr. Tamm to Mr. Tolson citing suggestions made by Inspector H. B. Fletcher in connection with elimination of reports in unknown subject type ITSMV cases.

DISADVANTAGES:

The suggestion itself appears to be based on the premise that unknown subject type cases are not going to be solved. Approximately 45% of total Bureau convictions result from convictions for ITSMV violations. Any action taken by the Bureau which could possibly be construed by the field as de-emphasizing certain phases of the Bureau's work could reflect adversely upon the Bureau's accomplishments in that particular field. This would, in spite of the fact that cases would be subject to regular inspections, place a premium on closing unknown subject type cases as quickly as possible and taking the easy way out. One of the primary functions of the ITSMV Desk in the past has been to put continual pressure on the field to solve unknown subject type cases, thereby increasing convictions in this field and reducing the number of unsolved investigations.

Inspector Fletcher points out that practical supervision of unknown subject type ITSMV cases at the Seat of Government is difficult. However, based on his observation that the responsibility for supervision be placed squarely on the shoulders of the field, is it logical that the field be held responsible for only a portion of ITSMV investigations? The primary function of the field from an investigative standpoint is to successfully solve cases. A case in which the subject is known or has been identified is, from a practical standpoint, over the hump and is basically a successfully investigated case. Why supervise this case at the Bureau and not supervise the unsuccessful investigation, i.e., the unknown subject type case? There should be no so-called "divided responsibility." Unknown or known subject, the field should be solely responsible for the aggressive, thorough and successful investigation of all ITSMV cases. Elimination of unknown subject reports would de-emphasize unknown subject cases whereas in fact there would be more supervision than the known subject cases.

1 - Mr. Tamm

ENCLOSURE
NOT RECORDED

102 OCT 20 1958

ORIGINAL FILED IN 26-00-26-99

Memorandum to Mr. Rosen

PROPOSAL OF INVESTIGATIVE DIVISION:

This is an extension of a previous idea

The Investigative Division offers the following proposal in lieu of Inspector Fletcher's suggestion: That the field be required to stamp the Bureau copy of the report with a stamp labelled "File" on all routine type reports in the classifications listed below. In addition, the report would be stamped "Stat" if it contained any statistics that should be recorded by the Statistical Section at the Bureau. If the supervisor in the field felt that the report should come to the attention of Bureau supervisors and/or officials at the Seat of Government, such reports would not be stamped "File." This system should be adopted in the following classifications with the exceptions as noted:

REPORTS TO BE STAMPED "FILE:"

- 29 - Federal Reserve Act (FRA) Cases (Except important matters in which the Department has specifically requested copies of reports.)
- 25 - Selective Service Cases (Except closing reports, summary reports in public law cases and conscientious objector cases.)
- 17 - Veterans Administration (VA) Cases - Unemployment Compensation Cases
- 26 - ITSMV Cases -(All routine reports in ITSMV cases except automobile theft ring cases, cases of unusual importance which may receive widespread publicity.)
- 87 - Interstate Transportation of Stolen Property (ITSP) Cases - (Unknown subject check cases until they become master check cases, con-men cases and fraud by wire cases.)
- 15 - Theft From Interstate Shipment (TFIS) Cases - (All routine TFIS cases where value is less than \$3,000.)
- 70 - Crime on Government Reservation (CGR) Cases - (All routine reports except reports involving: Government employees, VA or Bureau of Prisons facilities, high ranked Navy or military personnel, theft or embezzlement from post exchanges, Crime on Indian Reservation cases involving inducing conveyance of Indian trust land and cases where military agreement is a factor.)
- 52 - Theft of Government Property (TGP) Cases - (All routine reports in TGP except cases involving: Atomic Energy Commission, VA, where military agreement is a factor, Internal Revenue employees, post exchange thefts and Government employees.)

Memorandum to Mr. Rosen

- 31 - White Slave Traffic Act (WSTA) Cases - (All routine reports except those involving prominent persons, aggravated situations, ring type cases or cases involving press interest.)
- 145 - Interstate Transportation of Obscene Matter (ITOM) Cases - (All routine reports except those involving prominent persons, aggravated situations, ring type cases or cases involving press interest.)
- 42 - Illegal Wearing of the Uniform (IWU) and Illegal Manufacture, Use, Possession or Sale of Emblems and Insignia Cases - (All routine reports except those involving prominent persons, aggravated situations, ring type cases or cases involving press interest.)

It will be the duty of the field supervisor to carefully screen all reports coming to the Bureau and any matter concerning prominent persons or nation-wide attention or situations that should be called to the attention of the Bureau should not be stamped "File." Fugitive reports should not be stamped "File."

In the event such instructions are issued to the field and routine reports could be stamped "File," a reduction in personnel could be accomplished as follows:

<u>Desk</u>	<u>Now Have</u>	<u>Supervisors</u>	<u>Would Need</u>
FRA Desk	2		1
Selective Service	2		1
VA Desk	2		1
ITSMV Desk	3		2
ITSP Desk	4		4
TFIS Desk	2		1
CGR Desk	1		$\frac{1}{2}$
TGP Desk	1		$\frac{1}{2}$
WSTA and ITOM Desks	2		1
Impersonation and IWU Desks	$\frac{1}{2}$		$\frac{1}{2}$
Total	<u>19$\frac{1}{2}$</u>		<u>12$\frac{1}{2}$</u>

This would result in a reduction of seven supervisors.

I don't agree with this. Pope has given this some thought. I do not believe this is the answer.

J *JP*

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tamm

DATE: 7/11/58

FROM : H. B. Fletcher

SUBJECT: UNKNOWN SUBJECT CASES INVOLVING
VIOLATIONS OF INTERSTATE TRANSPORTATION
OF STOLEN MOTOR VEHICLE (ITSMV)

Tolson	_____
Nichols	_____
Boardman	_____
Belmont	_____
Mohr	_____
Parsons	_____
Rosen	_____
Tamm	_____
Trotter	_____
Nease	_____
Tele. Room	_____
Holloman	_____
Gandy	_____

Inspector H. B. Fletcher submits this suggestion in the interests of reducing paper work and eliminating administrative detail.

Reporting procedures and administrative procedures in cases of the character included in the title of this memorandum are: (1) the office of origin is that office covering the area where the stolen car was located or recovered. This office has the responsibility of being certain that the owner is notified immediately of the recovery and the location of the car; (2) the office covering the theft submits a Referred Upon Completion to the Office of Origin (RUC) communication to the office of origin, no copies to the Bureau, where no pertinent facts outside of the details of the theft are developed; (3) the office of origin will include this information in its report reflecting recovery information. By reason of these regulations, one report is eliminated from processing at Bureau headquarters; (4) it is provided in the Manual of Rules and Regulations that in cases of this classification, when the results of investigation are negative on the part of any auxiliary office, that an RUC communication shall be sent to the office of origin, no copies to the Bureau, (5) it is required in unknown subject cases that the office of origin submit at least one report setting forth (a) the results of the investigation, including summaries of pertinent information developed by auxiliary offices, (b) the fact that the owner of the car has been notified of the recovery of the car and its location, and (c) the recovery value of the stolen motor vehicle so that a statistical record can be maintained as to the value of stolen motor vehicles involved in these violations.

If one were to review at Bureau headquarters the results of the interview with the car owner, or with recovering officer, or with the person who first reported the car to the local police department resulting in its recovery, no effective supervision could be exercised at the Seat of Government (SOG) because the concise, brief reporting of information essentially negative in character precludes supervision at SOG without engaging in lengthy correspondence with the field concerning the completeness of the investigation. There is only one place that effective supervision can be exercised in these unknown subject cases and that is in the field. The responsibility for this supervision should be placed squarely on the doorstep of the office of origin and there should be no divided responsibility.

ENCLOSURE

ENCLOSURE

66-2435-2151

NOT RECORDED
JUL 20 1958

JUL 17 1958

HBF:ekd
(3)

ORIGINAL FILED IN 96-00-1574

Memorandum for Mr. Tamm
Re: UNKNOWN SUBJECT CASES
INVOLVING VIOLATIONS OF ITSMV

The question is raised - why submit a closing report or any reports to Bureau headquarters in this type of case? It would appear, having in mind Fletcher's opinion that practical supervision of such cases at SOG is difficult, that the only reason is to insure that the Bureau has a record of the automobile, its value so it can be recorded statistically, the owner's name and address, and the fact he knows his car has been located. This information can be furnished to the Bureau without the necessity of submitting a report. It is suggested that the office of origin in such cases make an attachment to their monthly administrative report setting forth the following data on each unknown subject case closed during the period covered by the administrative report as to which the office is office of origin:

Unknown Subject Cases (ITSMV)
Closed During Month

(1) Unknown Subject; 1952 Hudson Sedan, Motor No. 123456.
Recovered Indianapolis, Indiana; owner [REDACTED]
[REDACTED] Oklahoma City, notified; recovery value \$300.
Indianapolis file 26-17001.

b6
b7C

(2) similar to above

et cetera.

These attachments could be removed from the administrative report and sent to the Statistical Section for the purpose of recording recovery values and thereafter could be sent to the Records Section to be filed in one file and indexed in accord with existing procedures with reference to matters arising in this classification.

At Fletcher's request, the Records Section made a check of cases in this classification and he was advised that in a 30-day period (early March to early April, 1958) a total of 810 ITSMV cases were opened in the Records Section. 289 were of the unknown subject character and of these, 135 were opened and closed on the basis of the receipt of a single opening and closing report from the office of origin. If this opening and closing-type report were eliminated and the attachment set forth above substituted, a minimum of 16% (135 of 810) of the total volume of cases could be eliminated from detailed processing. Further, there would be some expectation that if the field were instructed in these unknown subject cases not to submit reports to the Bureau, the percentage would go as high as 35% (289 of 810).

Memorandum for Mr. Tamm
Re: UNKNOWN SUBJECT CASES
INVOLVING VIOLATIONS OF ITSMV

It is realized that some supervisory control of the Bureau is necessary and to give this control it could be required that during the course of inspections each year the Inspectors would check the unknown subject cases closed by the office of origin as recorded in administrative reports for the 3 months' period preceeding the beginning of the inspection. Also, it could be required (Fletcher suggests a 4 months' period) that after an unknown subject case has been pending a period of time that the office of origin shall advise the Bureau of the existence of the case setting forth briefly the facts, the investigation conducted, and the current status so that the supervisory staff at SOG can make a determination whether it is necessary that the case be closely followed by SOG to bring it to a logical conclusion.

RECOMMENDATIONS:

(1) It is recommended that in unknown subject cases involving violations of ITSMV that no investigative reports or other communications shall be sent to the Bureau by any of the investigating field offices in absence of some special reason dictating that the Bureau should be informed concerning the case and its developments. Special reason would exist if it is determined that the unknown subject has committed other violations within the Bureau's jurisdiction, the matter is receiving widespread publicity, or when other matters have been developed during the course of the investigation of immediate interest to the Bureau.

(2) That if the foregoing recommendation is approved, it is recommended that the office of origin in unknown subject cases be required to make an attachment for the monthly administrative report setting forth the following data on each unknown subject case closed during the period covered by the administrative report: abbreviated title which must include, if available, make, model, and year of automobile, together with its motor number and/or serial number; location of recovery; name and address of owner; fact he has been notified of recovery; the recovery value, and the office file number. If more than one motor vehicle is involved in a particular case, required data should be set out for each motor vehicle.

Memorandum for Mr. Tamm.

Re: UNKNOWN SUBJECT CASES

INVOLVING VIOLATIONS OF ITSMV

(3) If the foregoing recommendations are approved, it is recommended that when an unknown subject case in this classification has been pending 4 months, the office of origin shall submit to the Bureau a memorandum setting forth briefly and concisely the facts of the case, the extent of investigation conducted, investigation outstanding, and otherwise set forth exact status of case. In issuing instructions in this matter, it should be crystal-clear that the office of origin is responsible for the proper development of the investigation at all times.

(4) If the foregoing recommendations are approved, it is suggested and recommended that during the course of regular field inspections unknown subject cases closed by the office of origin and recorded in administrative reports for the 3 months preceding the beginning of the inspections shall be reviewed.

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tamm

DATE: 10/16/58

FROM : H. B. Fletcher

SUBJECT: SUBMISSION OF REPORTS TO THE BUREAU
IN FUGITIVE MATTERS RELATING TO
PROBATION VIOLATORS, PAROLE VIOLATORS,
CONDITIONAL RELEASE VIOLATORS,
BOND DEFAULT, AND DESERTERS

Tolson _____
 Nichols _____
 Boardman _____
 Belmont _____
 Mohr _____
 Parsons _____
 Rosen _____
 Tamm _____
 Trotter _____
 Nease _____
 Tele. Room _____
 Holloman _____
 Gandy _____

Reference is made to the attached memorandum dated 7/11/58, relating to the captioned matter. By reference and attachment, it is being incorporated in this memorandum so that it may be filed in lieu of other disposition.

This matter was considered by the Investigative Division. It was observed that it would be necessary for the Bureau to have certain background information on all fugitives and attention is drawn to the fact that there are a few deserter cases in the field as to which the Bureau has no information and similarly the Bureau would have no information on a bond default fugitive without some initial communication. Of course, it would be necessary to inform the Bureau of the existence of the fugitive matter but this would not constitute any problem.

It was observed that in all fugitive cases it would be possible, after the Bureau had been advised of the fact that a certain subject was a fugitive, to not require reports, a "fugitive" worksheet being submitted which would list such items as relatives, associates, employments, health factors, amusements, and the like, and would record when the indicated leads had been covered or would be covered. This would cause another type of communication to be prepared and sent to the Bureau and would be again an exception to report writing regulations and was, therefore, considered undesirable. With reference to that portion of the suggestion that letters to the field initiating deserter fugitive cases be sent to those offices where only close relatives resided and not to offices covering place of absence and former civilian employers, it has been the experience of the Bureau that these leads have been productive and it is undesirable to delay their coverage.

The proposed report writing regulations recently approved should cause some drop in the number of communications being received at Seat of Government and in the interests of uniformity in report writing procedures, no further consideration of this suggestion is being given at this time.

5 OCT 23 1958
 ENCLOSURE

HBf:ekd
 (2)

REC-51 EX-13

3 and copy
 10-20-58

27

76-00-
 115-00-
 112-00-

Memorandum for Mr. Tamm

Re: SUBMISSION OF REPORTS TO THE BUREAU
IN FUGITIVE MATTERS RELATING TO
PROBATION VIOLATORS, ET CETERA

ACTION:

None. Informative.

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tamm

DATE: 7/11/58

FROM : H. B. Fletcher

SUBJECT: SUBMISSION OF REPORTS TO THE BUREAU
IN FUGITIVE MATTERS RELATING TO
PROBATION VIOLATORS, PAROLE VIOLATORS,
CONDITIONAL RELEASE VIOLATORS,
BOND DEFAULT, AND DESERTERS

Tolson _____
Nichols _____
Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____

Inspector H. B. Fletcher submits this suggestion in the interest of reducing paper work and eliminating administrative detail.

The submission of Investigative reports to Bureau headquarters in fugitive matters, when the only purpose of the investigation at the time it is opened is to locate fugitives, should be avoided. The responsibility for the supervision of such investigations should be with the field and not with Bureau headquarters. As a general rule in any type case, when there is no outstanding prosecution and when there is no special reason for informing the Bureau of the progress of the investigation, a minimum number of reports to the Bureau should be prepared.

In regard to captioned fugitive investigations, we have regulations designed to reduce number of reports submitted to Bureau headquarters. The Manual of Rules and Regulations permits auxiliary offices in captioned fugitive cases, when the results of their investigation are negative and of no immediate benefit to the location of subjects, to close it by a Referred Upon Completion to the Office of Origin (RUC) communication with no copies to the Bureau. Today, no closing report is required in deserter cases; the airtel advising of the apprehension and reporting of certain required data serves to close the investigation. It is required in fugitive cases relating to probation violators, conditional release violators, parole violators, and bond default fugitives that a report reflecting apprehension or location of the subject and notification of the U. S. Marshal (USM) be submitted. There is an exception - they may be closed upon the submission of an airtel or teletype to the Bureau when the subject is in local custody, no violation within Bureau's jurisdiction developed during the course of the investigation, and the USM has been advised of the location of the subject. It is believed that cases involving fugitives of this character can be closed upon the submission of a form airtel as in the case of deserter fugitives. This would eliminate considerable dictation, typing and reporting in the field service.

The undivided and complete responsibility for the proper development of these investigations should be placed on the office of origin. Only secondary-type of supervision can be exercised by Bureau headquarters. It is very difficult, if not impossible, for example in a deserter fugitive matter, to read the report covering

HBf:ekd
(3)

REC- 51

66-2435-2152

30-20-58

Memorandum for Mr. Tamm.

RE: SUBMISSION OF REPORTS TO THE BUREAU
IN FUGITIVE MATTERS, ET CETERA

interviews with fugitive's close relatives and as a result offer constructive supervision without engaging in lengthy correspondence. Illustrative of this point is the report of SA Earl O. Cullum dated 3/24/58, at Indianapolis, in the case titled [REDACTED] [REDACTED] NSN [REDACTED] with aliases, Fugitive, Deserter." This file was pulled at random from the Records Section and the following is an exact copy of the original interview of [REDACTED]

[REDACTED] of subject, on March 3, 1958, advised that subject has not been in Anderson since August, 1956, and that she knows nothing of his whereabouts.

[REDACTED] of subject, on March 4, 1958, advised that subject's full name is [REDACTED] and he goes by the nicknames [REDACTED] stated that the subject loves to work with horses, and had visited a palomino ranch in Southern California, and a horse ranch south of Tijuana, Mexico while stationed in Southern California.

b6
b7C

[REDACTED] stated that subject has [REDACTED] [REDACTED] San Diego, California, who is probably acquainted with the locations of these ranches. [REDACTED] stated they are extremely anxious to see subject returned to military control, and will immediately advise the Indianapolis Office if they learn his whereabouts."

Countless questions are raised as to whether the interviews were complete, exhaustive, and penetrating. This is also true in cases of this type at field supervisory level and it would seem to be most economical and by far more practical to have the supervisory personnel on the scene satisfy themselves of the completeness of the inquiry made and be responsible for same. About the only thing that can be done with a report received at the Bureau reporting interviews of this character is to file them. If any other course is pursued, it requires lengthy correspondence of suspect value between the field offices and the Bureau.

In giving consideration to this matter, Fletcher estimated, based on his experience in the Washington Field Office, that at least 25% of all deserter investigations are closed by the Bureau within 90 days after they have been opened, the deserter either having been physically apprehended or otherwise returned to duty. To determine the accuracy of this estimate, he arranged for the Records Section to pick 200 deserter files

Memorandum for Mr. Tamm

RE: SUBMISSION OF REPORTS TO THE BUREAU
IN FUGITIVE MATTERS, ET CETERA

at random and advise how many of the 200 were opened in excess of 90 days before they were closed. Amazingly, 183 of the 200 files that were checked were closed within less than 90 days after they had been opened. If this random selection of fugitive deserter files can be regarded as a fair check on this matter, more than 90% of these cases are closed within 90 days after they are opened. This raises a question as to why any reports are submitted to the Bureau by the office of origin and auxiliary offices at least within the first 90 days that a deserter case is opened. It is suggested that consideration could be given to having auxiliary offices in all cases submit all results of investigation to the office of origin only. If the deserter case remains open more than 120 days, the office of origin at the end of the 120 days in a concise, brief memorandum to the Bureau will advise of the scope of the investigation conducted and the scope of the investigation outstanding. This will tend to insure that supervision is being exercised by the office of origin. It could be required that, thereafter, on a quarterly basis, the office of origin should advise the Bureau of the status of the investigation. At any time that it is felt that more supervision is needed, for example when the deserter has been outstanding for more than one year, the Bureau could require upon submission of the 4th quarterly summary by the office of origin that the Bureau be furnished by the office of origin copies of all reports and other communications recording the results of the investigation conducted in the case. The case could then be reviewed and closely followed at Seat of Government (SOG) to insure investigative activity is penetrative and complete and that the office of origin is exercising proper supervision. Of course, if a harboring case develops during the course of the investigation or it is found the deserter has committed violations within the Bureau's jurisdiction or other matters have been developed by investigation dictating that the Bureau should be informed of any and all developments in the case, the office developing that type of information should be certain that the Bureau, as well as the office of origin, is aware of this type of information.

The foregoing observations and suggestions with reference to submission of reports in deserter investigations are equally applicable to cases involving probation violators, parole violators, conditional release violators, and bond default fugitives. In addition to saving a great deal of supervisory time at Bureau headquarters and clerical work and expense at Bureau headquarters by reason of the reduction of number of communications being received in these cases, it is believed that it will squarely place responsibility for proper supervision at the point where supervision can be the most effective - the field level.

During the course of inspections of field offices, all pending fugitive cases are reviewed which will provide SOG control in addition to that suggested herein.

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IN FUGITIVE MATTERS, ET CETERA

In deserter cases, investigations are initiated on the basis of a form submitted by the interested armed service titled "Deserter Wanted by the Armed Forces." Of immediate interest in initiating the investigation, the form provides (1) a description of the deserter; (2) the place of absence; (3) name of nearest relative and in some cases names of other relatives and persons known by the deserter. Frequently, there is also included on the form information as to civilian employers. Copies of these forms are furnished to the office covering place of absence, office covering listed nearest relative and if the other information is available and other offices are involved, copies are furnished to offices covering residences of other relatives and persons known by the deserter and his civilian employers. The office which is to contact the close relatives is normally designated office of origin. Fletcher advises that during the several years he supervised deserter investigations in the Washington Field Office there was no case that he can recall that inquiry made at the place of absence by the Washington Field Office was productive. He recalls that there were many many cases where the place of absence was indicated to be the Anascostia Naval Receiving Station and it was an even bet that the deserter had never been stationed there and was listed as place of absence because he was under orders to report there but in fact never showed up. Based on his experience, he also believed that checking former civilian employers as an initial investigative step should be avoided because it too is normally unproductive. Contacts with the nearest relative, for example the wife, and other close relatives, such as father and mother, should be the initial investigation to be conducted in these cases. If this investigation is negative, consideration should be given by the office of origin to setting out leads to cover listed civilian employers and place of absence. Having in mind that by far the greatest majority of these cases are closed within 90 days, it would appear that the number of investigative matters being opened in auxiliary offices would be sharply reduced, if copies of the form were sent only to the office of origin and auxiliary offices covering the addresses of other listed close relatives.

RECOMMENDATIONS:

(1) It is recommended that in fugitive matters relating to probation violators, parole violators, conditional release violators, bond default fugitives, and deserters the undivided, complete responsibility for the development of these investigations be placed in the office of origin and that no investigative reports or other communications be directed to the Bureau by any of the investigating offices in absence of developments of obvious interest to Bureau headquarters, such as the development of a harboring case, the determination that the fugitive has committed other violations within Bureau's jurisdiction, or some other special reason dictating that the Bureau should be informed concerning the developments of the investigation.

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(2) It is recommended that if the fugitives in these cases are not apprehended within 4 months, the office of origin at the end of that time shall submit to the Bureau a concise, brief memorandum setting forth the scope of the investigation conducted, the developments, and the scope and status of investigation outstanding. Thereafter, on a quarterly basis, the office of origin shall advise the Bureau of the status of the investigation by a similar memorandum.

(3) It is suggested that in deserter cases that as the initial step investigation be initiated only in the office of origin and all auxiliary offices covering addresses of close relatives listed in the form "Deserter Wanted by the Armed Forces." The office of origin should set out leads based on other information appearing in the form as the developments of the investigation suggest.

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson

DATE: 8/28/58

FROM : Q. Tamm

SUBJECT: ~~REPORT WRITING REGULATIONS
AND PROCEDURES, ELIMINATION
OF ADMINISTRATIVE DETAIL~~

Tolson _____
 Nichols _____
 Boardman _____
 Belmont _____
 Mohr _____
 Parsons _____
 Rosen _____
 Tamm _____
 Trotter _____
 Nease _____
 Tele. Room _____
 Holloman _____
 Gandy _____

SYNOPSIS

The Executives Conference on 7/23/58, recommended and the Director approved that a study be made of the reporting system and administrative procedures involved in the preparation of Bureau communications to develop a uniform reporting system, eliminating administrative detail to the extent possible.

A committee was appointed with representatives from Training and Inspection, Administrative, Records and Communications, Domestic Intelligence, and Investigative Divisions. The committee prepared the attached draft of proposed regulations to be substituted for present regulations set out in Part II, Section 4, paragraph A, pages 1-23, Manual of Rules and Regulations which is designed to correlate report writing regulations and instructions contained in Bureau manuals, eliminating exceptions for individual investigative classifications.

Basic proposed change is to eliminate cover letters for reports substituting cover pages which contain the administrative data now set out in cover letters. The cover sheet will be the present first sheet of reports (FD-263)(copy attached). Since this form contains administrative data designed primarily to facilitate (1) clerical processing and (2) supervision, it will not be disseminated to outside agencies. Following the cover pages will begin the investigative pages of the report headed by form FD-204 (revised) followed by the details. The pages of the report beginning with the first investigative page form FD-204 (revised)(copy attached) will be that portion of the report disseminated to outside agencies.

Among the changes included in the proposed regulations which are substantially different and constitute a clear-cut change in procedures are:

ENCLOSURE

1. The name of an Investigative Clerk will appear in Bureau reports.

(See Details page 9)

Enclosures

- 1 - Mr. Belmont
- 1 - Mr. Clayton
- 1 - Mr. Mohr
- 1 - Mr. Nease
- 1 - Mr. Parsons
- 1 - Mr. Rosen
- 1 - Mr. Trotter

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2. ~~"Title of Case"~~ regulations rewritten in broad terms continue the general content of titles but set up rules which are clear-cut changes. (See Details pages 9, 10, and 11)

3. Heretofore, in Security of Government Employees and Loyalty of Employees of the United Nations and Other Public International Organizations investigative matters, a "synopsis" has not been set forth in that portion of the report disseminated. Since the ~~"synopsis"~~ of a report will appear on the first investigative sheet form FD-204 (revised) of the report and not on the first cover sheet (FD-263), a synopsis will be set forth on all reports disseminated to outside agencies. (See Details pages 13 and 14)

4. The "synopsis" will reflect the value of all stolen property recovered in Bureau investigations and the fact the owner has been notified of the recovery. (See Details page 13)

5. ~~"Investigative Period"~~ provided on cover sheet FD-263 is eliminated. (See Details page 11)

6. Evaluation and reliability of informants will be set out on separate page (s), which will be the last page (s), of the report, when T symbols are used, instead of in a letterhead memorandum. They will be put in cover pages where T symbols not permitted, i. e. criminal-type and civil-type cases. (See Details pages 14 and 15)

7. ~~"Two-week"~~ and ~~"Progress"~~ reports in accounting cases have been eliminated. (See Details page 15)

8. ~~"Prosecutive"~~ Summary Reports will be so identified. (See Details page 15)

9. ~~Interview reports (FD-302), memorandum (SF-64), and letterhead memoranda~~ recording information which may be the subject of testimony must be dictated within five working days after the interview or investigative activity is conducted. (See Details page 16)

10. In cases other than those in which Bureau is origin, results of investigation of no immediate benefit to solution of case or location of the subject shall be reported ~~in insert form~~ by auxiliary offices and sent to the office of origin to be included in report of office of origin. (See Details page 7)

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Re: REPORT WRITING

RECOMMENDATIONS:

(1) That the attached draft of rules and regulations relating to report writing procedures be approved.

(2) That, if attached draft of report writing rules approved, Training and Inspection Division prepare necessary changes for Agents' Handbook.

(3) That upon approval of uniform correlated rules and regulations relating to report writing procedures, the other divisions of the Bureau review the Section of Manual of Instructions (M of I) with which they are concerned and prepare necessary changes for the M of I for the purpose of eliminating report writing instructions contained therein.

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(4) That the proposed attached SAC Letter be approved to be dated and mailed when the Manual of Rules and Regulations changes and the Agents' Handbook changes are ready for transmittal to the field.

*Destroyed
See Memo
Transmitted to Tolson
10-20-58
J*

(5) That, in the future, whenever an instruction having to do with the writing of reports is instituted in SAC Letters or otherwise, it be routed through the Training Desk of the Training and Inspection Division for review. That the Training Desk review each proposal with an eye to Bureauwide uniformity and to prevent special rules leading to unnecessary administrative procedures. That any disagreement which cannot be resolved be sent with reasons to Mr. Tolson's Office for decision. That, if no disagreement appears, the recommendation be sent to Mr. Tolson from the Training Desk.

*EPC
9/2*

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson

DATE: 9/18/58

FROM : Q. Tamm

SUBJECT: REPORT WRITING REGULATIONS
AND PROCEDURES, ELIMINATION
OF ADMINISTRATIVE DETAIL

Tolson _____
Boardman _____
Belmont _____
Mohr _____
Nease _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
W.C. Sullivan _____
Tele. Room _____
Holloman _____
Gandy _____

Copies of my memorandum of 8/28/58, were furnished to the SACs, New York, Los Angeles, San Francisco, Chicago, and Baltimore, with a request that comments and recommendations concerning the suggested report writing regulations and procedures be submitted. All have responded. Some of the observations and suggestions relate to the wording and form of parts of the proposed regulations and do not relate to the substance. Such suggestions and observations will be properly considered in the final draft.

It is believed the following substantive suggestions are well taken and should be adopted:

(1) New York: That the proposed regulations, when approved, be incorporated in toto in the FBI Handbook.

(2) New York: That the current regulation concerning the reporting of pretext interviews be continued in lieu of the proposed regulations concerning pretext interviews. Under current regulations, information obtained from pretext and the nature of the pretext are set out in the details except in Security of Government Employees, Loyalty of United Nations Employees, and applicant-type cases. Under the proposed regulations, it is provided that where the use of a T symbol is permitted, which would be in security and applicant-type cases, information obtained by pretext should be covered with a T symbol. New York points out that it would be difficult to evaluate the reliability of such a source.

(3) New York: That the rule be eliminated in the proposed instructions which states that dictation slips relating to dictating machine belts and cylinders containing inserts must show on the dictation slip the investigative period.

(4) San Francisco: That provision be made for the listing of enclosures on FD-204, as well as on FD-263, inasmuch as this will be the part of the investigative report which is disseminated and such a listing would aid the person receiving the document. In giving effect to this suggestion, it is proposed that the enclosures be described and set out following the synopsis.

The following substantive suggestions were also submitted. Observations concerning same are set out.

(1) New York - Suggests that there might be some confusion as to whether form FD-263, the cover page, or FD-204, the investigative page, should be

- 1 - Mr. Belmont
- 1 - Mr. Clayton
- 1 - Mr. Mohr
- 1 - Mr. Nease
- 1 - Mr. Parsons
- 1 - Mr. Rosen
- 1 - Mr. Trotter

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stamped when the investigative report is classified in accord with Executive Order 10501 and recommends that instructions contain a clear statement that FD-204 is to be stamped rather than FD-263 since FD-204 is the page which is disseminated.

Such instructions are already contained in the Manual for Field Stenographer, Section 4, page 17. It is required that the classification be indicated on the front page, FD-263; the investigative "title" page, FD-204; on the first page of the details; on the last page of the report; and on the back of the last page. In keeping with the suggestion, this type of instruction will be incorporated in the Manual of Rules and Regulations (MRR), the FBI Handbook, and the Manual for Field Stenographer. The exact instruction will read as follows: "When a report is classified in accord with Executive Order 10501, the classification assigned to a report shall be typed or stamped on the outside of the cover page (FD-263), on the investigative page (FD-204), on the last page and on the back of the last page. If there is a back cover, the classification will be placed on the outside of the back cover rather than on the back of the last page. The marking of the classification should be applied to the top and bottom of the pages indicated or the cover."

(2) Chicago: Suggests that it not be required that dictation of interview reports (FD-302) and memoranda (SF-64) prepared to record information which may be the subject of testimony be dictated within five working days. SAC Auerbach states that the supervisors and the ASAC, Chicago, are of the opinion that if they are dictated within a 30-day period, they are dictated "promptly." In this connection, he refers to 30 days as being prompt, having in mind that offices are not called upon to explain a delay in reporting unless a report is dated more than 30 days after the last date of investigative activity. It was noted that on occasion Agents are so engaged in the handling of pressing investigative matters that it would be detrimental to the investigation to discontinue same for the purpose of dictating to meet the suggested five-day rule.

It is not intended that first things should not be handled first. Good judgment should prevail in applying not only the proposed regulations but those which currently exist. In the interests of accuracy and in keeping with the word "contemporaneously" in the Jencks Bill, the five working day limit is proposed so that a guidepost will be in existence. This will avoid any self-serving definition of the word "promptly" which is the current requirement. Recommend Chicago suggestion not be adopted.

(3) Chicago: Suggests that the word "References" be printed on form FD-263 since it will replace the block on the form now headed "Synopsis." This would save typing of the word "References."

Under the proposed regulations in the block now headed "Synopsis," the first item, if applicable, will be an explanation of a changed title. This will be followed by references if there are any. The status will be indicated in this block and if space will permit, there will be an itemization and description

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of enclosures to the report. Since a number of different items as indicated can appear in the block space now headed "Synopsis" on form FD-263, it is best that it appear blank rather than have any printed words, such as "References," "Status," "Enclosures," et cetera. Recommend Chicago suggestion not be adopted.

(4) Chicago: Suggests that all cover pages be stapled in a single package, that all investigative pages be stapled as a separate package, and that they then be stapled together. This will facilitate dissemination of the investigative pages if and when it becomes necessary. Suggestion includes stapling of disposition sheets, probation flash letters, parole reports, and investigative reports forwarded as enclosures into one package and then stapled with one staple to the cover pages and the investigative pages.

It has been planned under the appropriate Section 8 of MRR to set forth that cover pages should be stapled as a single package and that the investigative report pages be stapled as a separate package and then stapled together. It is undesirable to staple administrative-type enclosures, such as disposition sheets, probation flash letters, parole reports, et cetera, into one package because they are routed off to different sections and divisions. The removal of a single staple should serve to free, for example, disposition sheets from parole reports. Under the Chicago suggestion, it would not free them, it being necessary to remove a second staple and to this extent the Chicago suggestion is contrary to existing and proposed regulations. Recommend that Chicago suggestion not be adopted insofar as it is contrary to proposed and existing regulations.

(5) Chicago: Present regulations require that if an interview goes to the merits of the case or is of value to the U. S. Attorney (USA) for the purpose of determining desirability of prosecution, the interview shall be recorded on the interview report form. Current regulations point out that if five persons are present when a bank robbery occurs, three observe the bank robbery, two for one reason or another do not, the interviews with all five shall be recorded on interview report forms. Chicago suggests that the form not be used to record the interviews of the two witnesses who do not observe the bank robbery because they would have no reason to testify.

It is probably true that the USA will not call to the witness stand the two persons who did not observe the bank robber but it is reasonable to expect that if he doesn't, the defense counsel will call them to the stand or interview them. If they are called to the witness stand by the defense, it will be determined that they were interviewed by the Bureau and then the report covering their interview can be requested by the defense. It is for this reason that existing and proposed regulations require the use of the interview report form in this situation. Recommend Chicago suggestion not be adopted.

(6) Chicago: Suggests that Laboratory reports and results of fingerprint examinations be furnished in their present form only where there is positive information necessary for dissemination or production in court. Where such reports are negative, that they be submitted in simple memorandum form and filed the same as any other serial.

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It is believed that Chicago's suggestion is based on the thought that when the results of examinations are negative, there will be no reason to produce the Laboratory report in court. This may be true in the majority of cases; however, the fact that the handwriting examination or some other examination is negative in the first instance does not preclude a positive Laboratory examination thereafter which would then require that the report of the results of the Laboratory examination be submitted in their entirety, including the negative as well as the positive. Recommend Chicago suggestion not be adopted.

(7) Baltimore: Suggests that sufficient copies of Laboratory reports be furnished so that they might be used as inserts in investigative reports without retyping in the field.

Laboratory reports are set out verbatim when any part may be testimony or is of value to the USA in considering prosecution. Otherwise, nonpertinent portions of such reports are not set out in investigative reports. Also, some Laboratory reports conclude the case, for example, a handwriting examination reflects that the subject is utilizing his true and correct name on checks. Such a case would be closed by letter to the USA because with very few exceptions USAs will not prosecute true name check cases. It is undesirable to give effect to the suggestion since a very large proportion of the Laboratory reports will not be included verbatim in investigative reports. Recommend suggestion not be adopted.

(8) Chicago: Suggests that the age of juvenile subjects be set forth as an item in the synopsis. No reason is given by the Chicago Office.

Executives Conference memorandum of 3/22/55, approved a recommendation of a committee making a study of report writing that a requirement that the age of juvenile subjects be set out in the synopsis of reports be eliminated. If the subject is a juvenile, that fact is reflected in the character of the case through the addition to the character of the words "Juvenile Delinquency Act." Recommend Chicago suggestion not be adopted.

(9) Chicago: Proposed regulations provide that when a T symbol is used by an office, it should be set out using the abbreviation of that office indicating San Francisco T-1. Chicago suggests that this not be required because it pinpoints location of the informant and is unnecessary because identity shown in cover pages.

Proposed regulation is designed to be certain that there are not two T-1 informants in a single investigative report since in some cases inserts will be forwarded from an auxiliary office to the office of origin and the auxiliary office will be using T symbols in security-type cases. If the office of origin is using T symbols, it is essential that the T-1 symbol of the auxiliary office be distinguished from that of the office of origin. Also, if two different offices in two different reports use the symbol T-1, agencies receiving copies of individual reports will get the impression that the same informant is furnishing the information when in fact there are two different sources involved. Recommend suggestion not be adopted.

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(10) Chicago: Suggests that T symbols be authorized for use in criminal-type cases to facilitate reporting.

Prior to changes in the report writing system in June, 1957, occasioned by the Jencks decision, the use of T symbols was authorized in all types of cases. In setting out report writing procedures to be followed in light of the Jencks decision, use of T symbols was discontinued in criminal-type cases because it is ethically impossible, if not legally impossible, for the Bureau to conceal the identities of persons in the position to furnish testimony and/or evidence in a criminal case. Since judges were reviewing Bureau reports by reason of the Jencks decision and since they will be reviewing some reports in carrying out the provisions of the Jencks Bill, it is presently undesirable to use T symbols in criminal cases. The use of T symbols is authorized in applicant and security-type cases because the reports are utilized primarily to disseminate information and intelligence as contrasted to reports prepared to permit consideration of criminal prosecution. In security-type cases if prosecution is contemplated, a prosecutive summary report is prepared in which all witnesses and evidence are clearly identified, no T symbols being utilized. It is rare that such prosecutive summaries are prepared in criminal-type cases and so the approach to reports in criminal cases should be consistent to that in prosecutive summary reports. Recommend suggestion not be adopted.

(11) Baltimore: Suggests that the results of investigation which may become testimony be recorded on the revised interview report form FD-302 changing the title of the form to "Report of Investigation" and eliminating the words in the lower left corner of the form "Interview with." In using the form in the lower left corner, the dictating Agent would insert an explanation as to what is recorded in the FD-302, i. e. interview with a named person or search of a residence or examination of an automobile. Listed advantages: (a) uniformity; (b) saving of stenographic time required to type heading on present memorandum form SF-64; (c) avoid explanation in court regarding use of SF-64 and FD-302.

Under present and proposed regulations, FD-302 is utilized to record information received from persons which may be the subject of testimony. Memorandum form SF-64 is utilized to set forth information developed by an Agent as to which he may be called upon to testify, such as interview with a subject, crime scene search, and an arrest. The interview report form is not utilized by the Agent in this instance because he has not been interviewed. Also, throughout the entire Government service, information is reported by one employee to another by the use of the memorandum form. It is possible that for one witness an interview report will be produced in court and for another witness a form SF-64 will be produced as noted by Baltimore. For example, an Agent could interview John Smith as a subject recording the results on an SF-64. Subsequent developments prove that actually John Smith is a witness and the true subject is James Brown and when Smith testifies the form SF-64 will be produced as the report of the interview with him instead of an FD-302; however, it is equally true that neither SF-64 nor FD-302 would have been prepared in the first instance because the Agent would have made the decision that the information furnished by the first interview was not pertinent and the person interviewed would never be called to testify. In such case, neither form would have been used and it would have been recorded in proper sequence

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on some investigative page in a report. Subsequent developments might make the information pertinent and the witness would go on the stand and the Bureau would not be in a position to produce an interview report form but instead would have to produce a portion of one or more pages of an investigative report. In setting up the use of the interview report form FD-302 and the SF-64, the matter was discussed with the Department and it is recalled that the use of these two forms for the purpose indicated was desirable and was specifically approved. Recommend suggestion not be adopted.

(12) Los Angeles: Suggests that there be no requirement that the interview reports FD-302 and memoranda SF-64 be initialed by the dictating employee pointing out that this complicates filing and charge-out procedures and is quite burdensome in offices having a large number of Resident Agents. It is now required that dictating Agents initial these items, as well as the investigative report, to certify as to their accuracy. Los Angeles states that the requirement that an Agent review and initial the outgoing report should be sufficient certification as to the accuracy of the forms FD-302 and SF-64, copies of which are included as pages in the investigative report. Los Angeles states there is no legal basis for requiring initialing.

Initialing of forms FD-302 and SF-64 is required so that the accuracy is guaranteed. These forms are utilized to avoid the production of one or more investigative reports and when produced in court, they should stand alone as the report on the matter set out therein. Under this approach, it is necessary that the Agent initial acknowledging that he has read it and that it is accurate. It would be undesirable to produce an uninitialed FD-302 and have the question raised as to whether the dictating Agent ever saw it and then prove it by bringing in the investigative report initialed by the Agent in which copies of the FD-302 appear as pages. If two or more Agents conduct an investigation and submit a number of interview reports and memoranda utilized as inserts to a single investigative report and they were not individually initialed by the dictating Agent, their accuracy would always be in doubt because only the Agent who is indicated to be the author of the investigative report initialed the investigative report. Recommend suggestion not be adopted.


(13) Los Angeles: Proposed instructions provide that the names of victims shall be carried in the first report submitted by the office of origin and thereafter carried in the title only if it will promote accuracy in filing, clarity, or supervision. Los Angeles suggests that the names of victims in the title necessarily must appear in other than the first report because offices who did not receive the first report would not have a complete title if and when they are called upon to conduct an investigation subsequent to the submission of the initial report. Los Angeles suggests that the names of victims be carried in the title so long as they are pertinent to the investigation.

It is not presently required that auxiliary offices without exception be given a complete title. Present rule and the rule set forth under the proposed regulations is as follows: "Title of case set forth in entirety in

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first report, and any report sent to auxiliary office where such information is necessary to the investigation; otherwise, merely set forth name of principal subject and alias, if appropriate, followed by the phrase et al if more than one subject." There is nothing in the proposed regulations which precludes carrying the names of victims in titles in other than the first report and in fact if it is necessary to the investigation by auxiliary offices, the proposed regulations require that it be set out. It is believed that Los Angeles did not tie the proposed regulation concerning including victims in the title with the over-all rule as to what should be set forth in the title. Recommend suggestion not be adopted.

(14) San Francisco and Los Angeles: Under the proposed regulation, the investigative period (period for which made) is omitted. Present regulations provide that on the cover page to reports (FD-263) in the block provided there shall be set forth the dates investigation was conducted and administrative functions, such as file reviews were performed. Los Angeles and San Francisco suggest that this is of considerable assistance to the supervision of the case and field office administration in that it facilitates checks against daily reports and #3 registers. Compliance with the requirement that an explanation be made when a report is dated 30 or more days after the last date of investigation can be readily determined.

 Assistant Director Mohr recommends the investigative period be retained but that only the date of the first recorded investigation and the last date of actual investigation be included in the period. Dates administrative functions were handled will be ignored.

Dates set out in the "investigative period" is a compilation of dates set out in the details of reports plus certain dates not subject to confirmation by a study of the report, such as file reviews or investigative activity, such as ineffective efforts to contact a given witness on different dates. Since the accuracy of the data set forth in the investigative period cannot be confirmed by a reading of the report, it is difficult to see how it can be a reliable supervisory aid.

If the investigative period is to be retained, then the data set out under it should be confirmed by the data set out in the report. Under Assistant Director Mohr's suggestion, the data in the investigative period will be confirmed by the data set out in the report. It will be helpful in that it will indicate whether the investigation was initiated in a timely manner and should expedite the submission of reports. A report will be submitted within 30 days of the last date of actual investigation rather than within 30 days after the handling of some administrative function not recorded in the details. If investigative period is to be retained, recommend Assistant Director Mohr's recommendation be adopted.

Memorandum for Mr. Tolson
Re: REPORT WRITING

(15) Chicago, Mr. Holloman, and Mr. Belmont: Current instructions require that a memorandum on letterhead form shall be prepared to set out an evaluation of the reliability of informants in applicant and security-type reports. When an investigative report is disseminated, a copy of the letterhead memorandum is also disseminated to permit evaluation of the content of the report. Prior to the Jencks decision, evaluations and statements as to the reliability of sources were set forth in the details of reports. In setting up report writing procedures, having in mind the Jencks decision, it was regarded most undesirable to set forth any statements as to the reliability of sources, having in mind that pertinent reports or portions thereof would be examined by defense counsel who would be advised of the Bureau's estimate of the witness' reliability and it was reasonable to expect that the witness too would be apprised of the Bureau's opinion as to his reliability. In the proposed regulations, it is provided that the reliability of the sources be set out on a separate page or pages which will be the last page or pages of the investigative report. This was suggested to avoid the preparation of a separate document. Personnel engaged in the study of report writing procedures were of the opinion that the Jencks Bill would permit the judge to excise such material if it became necessary to produce an applicant or security-type investigative report in court. Also, the use of the interview report form FD-302 and the memorandum form SF-64 to record information which could be the subject of testimony would on a day-to-day basis obviate any necessity for the production of the investigative report, but it was recognized that this would not be 100% true. The Chicago Office, Mr. Holloman, and Mr. Belmont suggest that since there is no guarantee that a report or portion thereof will not be subsequently made available to the defense, it was to be questioned whether or not it would be in the best interests of the Bureau to include information concerning the reliability of informants and sources as an integral part of an investigative report. Even though it might be excised by the judge, they felt it was undesirable for the judge to study and read the evaluation.

It is recommended that the proposed regulation requiring that the evaluation of ~~reliability of~~ informants and sources in applicant and security-type cases be set out on a separate last page or pages of an investigative report be approved. We do disseminate this information whenever we disseminate an applicant or security-type report and it is preferable to disseminate one document rather than two. It is improbable that an informant or source evaluated as unreliable or of doubtful reliability would ever be called as a witness by the Government; therefore, the possibility of embarrassment to the Bureau is very remote. It can be expected a judge would excise this type of data. Since interview reports (FD-302) and memoranda are available, the production of the investigative report will not be required. Of course, there is a possibility that the investigative report will be given to a judge but there is also the possibility that an entire file would be demanded for study by the judge instead of individual investigative reports. This would negate any effort to avoid reading of Bureau evaluations of the reliability of sources and informants by reason of not having this data set out on a page of the investigative report.

*Belmont
To Tolson
1/*

Memorandum for Mr. Tolson
Re: REPORT WRITING

If proposed regulations requiring that the reliability of informants in applicant and security-type reports be set out on the last investigative page or pages are not approved, it is recommended that the current regulations requiring the preparation of a letterhead memorandum remain in effect. All required copies should be stapled together and forwarded by routing slip to the Bureau and to field offices as may be necessary. If a routing slip is not approved, a cover letter to transmit will be required since it would be objectionable to list this item as an enclosure to the report because as an enclosure it would be the subject of the same question raised by Chicago, Mr. Holloman, and Mr. Belmont. The reliability of informants could be set up as the last page of the cover pages but it could be argued that the cover pages are a part of the investigative report and it would raise the question again.

(16) The proposed regulations provide that in cases other than those in which the Bureau is office of origin results of investigation by auxiliary offices of no immediate benefit in solution of a case or the location of subject are to be transmitted to the office of origin in insert form so that the material may be inserted as pages in a reporting-type communication without retyping. It is provided that a minimum of 10 copies of the insert should be furnished forwarded by letter or airtel to the office of origin.

New York: Recommends that these instructions be modified so that auxiliary offices will utilize an insert to report only if the insert lends itself readily to insertion in a report by the office of origin. Otherwise, it should be handled by a report, letter, or some other type communication. New York notes in this connection that the format of a security report is that certain information shall be set out under various headings, such as residence and employment; therefore, if inserts are submitted by auxiliary offices, they will have to be retyped and redictated to fit under the various headings.

New York did not interpret the proposed regulations clearly. The regulations provide that topical headings may be used if they make for better reporting but they will not be required.

Baltimore: Points out that in many cases the office of origin will not require the suggested minimum 10 copies and recommends that instead of the standard "minimum 10 copies" that the words "sufficient copies" be substituted in the interests of economy.

San Francisco: Suggests that this insert procedure will result in bulky reports reflecting negative information. If 50 different offices sent in 10 copies of a three-line negative insert on the results of a motor vehicle department

Memorandum for Mr. Tolson
Re: REPORT WRITING

check, this would constitute 50 pages of material in the report submitted by the office of origin with each page having about three typed lines.

Chicago: Suggests that the insert system will make a "sloppy looking" report because various offices will put in all different kinds of paper and recommends results of investigation conducted by auxiliary offices be submitted by letter, airtel, or teletype in accord with current regulations to be later summarized, redictated, or included verbatim in the investigative report submitted by the office of origin.

Los Angeles: Comments that this regulation will complicate reporting procedures because there is no good administrative procedure for the storage of inserts pending submission of reports and no current accurate, efficient charge-out system for inserts and too experience has reflected that in many instances insufficient copies of inserts are prepared making it necessary to retype a good percentage of them.

The use of inserts, as provided in the proposed regulations, is now provided in cases involving interstate transportation of stolen motor vehicle. It is provided that inserts shall be used where no facts, except the details of the theft, are developed by an auxiliary office. This has worked out very satisfactorily. Comments of Agents attending In-Service definitely indicate it has created no problems and, in fact, they want to extend this approach to all classifications of cases. Current regulations require that information of no immediate value to the solution of the case or location of the subject be transmitted by letter, airtel, or teletype. This is costly because under current regulations the office of origin must retype the material or redictate it, summarizing it so far as possible for inclusion in an investigative report. If inserts are used properly, economies should be effected. In providing for the use of inserts in the proposed regulations, it was intended that economy be achieved but it was not intended that inserts be made and utilized when it was not practical to do so. Good judgment would dictate that if only a sentence or two is involved in a communication that an insert should not be prepared. On the other hand, if there are 2, 3, 4, 5, and 6 pages being utilized to report the results of a negative investigation, then it would be much better to use the insert system so that without retyping or redictating the material could be utilized as submitted. Good judgment should prevail in applying the proposed regulations, as well as those currently in effect; however, to give effect to the observations and recommendations, it is proposed that the results of investigation by auxiliary offices of no benefit to the solution of the case or location of the subject be submitted to the office of origin in insert form. Where the number of copies needed is not known, then a minimum of 10 copies of the insert shall be furnished. When good judgment, economy, and efficient administration dictate, auxiliary offices will submit the results of their investigation by RUC letter, airtel, teletype, or investigative report rather than by inserts to the office of origin. Recommend that this clarification of the proposed regulations be approved.

Memorandum for Mr. Tolson
Re: REPORT WRITING

The observation of Los Angeles that inserts for investigative reports constitute an administrative problem for field offices with reference to their maintenance and charge-out relates to the administration of offices rather than report writing. At present, there are no regulations concerning the maintenance and charge-out of inserts as such.

The Bureau's ~~reporting~~ regulations provide for the use of inserts in the preparation of communications. The proposed regulations will cause the preparation of more inserts. The maintenance and charge-out of inserts should be specifically provided for in Part II, Section 3, MRR, which section concerns "Administration of Offices." Suggested regulations will be proposed in a separate memorandum.

RECOMMENDATION:

It is recommended all of the specific recommendations set forth herein be approved. Items (14) on page 7 and (15) on page 8 should be specifically discussed and resolved by the Executives Conference.

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson

DATE: 10/20/58

FROM : Q. Tamm

*Report to*SUBJECT: REPORT WRITING REGULATIONS
AND PROCEDURES; ELIMINATION
OF ADMINISTRATIVE DETAIL

Tolson	_____
Nichols	_____
Boardman	_____
Belmont	_____
Mohr	_____
Parsons	_____
Rosen	_____
Tamm	_____
Trotter	_____
Nease	_____
Tele. Room	_____
Holloman	_____
Gandy	_____

W. C. Sullivan

The Executives Conference on 9/23/58, unanimously approved the adoption of certain proposed rules and regulations concerning report writing procedures to be effective as soon as they could be furnished to the field in the form of changes in the Manual of Rules and Regulations and FBI Handbook. The necessary typing has been virtually completed and the inserts for the Manual of Rules and Regulations and FBI Handbook can be made available for printing this week.

The Government Printing Office is engaged in causing the printing of the revised form FD-204 which will be the first page of our investigative report and it is anticipated that a supply of this form will be furnished to field offices within the next two or three weeks. When the field has received a supply of the revised form FD-204 and the inserts for the Manual of Rules and Regulations and FBI Handbook, the new rules and regulations will go into effect.

RECOMMENDATIONS:

(1) That the attached SAC Letter be approved to be dated and mailed when the Manual of Rules and Regulations and FBI Handbook inserts are ready for transmittal to the field and a supply of revised form FD-204 is known to be in shipment to our field offices.

REC-12

REC-136

66-435-2155

OCT 23 1958

Enclosure sent 10-21-58

HBF:ekd

(2)

NOV 5 1958

Memorandum for Mr. Tolson
Re: REPORT WRITING

(2) That upon receipt of the inserts for the Manual of Rules and Regulations and FBI Handbook, the other divisions of the Bureau review sections of the Manual of Instructions and FBI Handbook with which they are concerned and prepare necessary changes for these manuals for the purpose of eliminating report writing instructions contained therein.

(3) That in the future whenever an ~~instruction~~ having to do with writing of reports is instituted by preparation of proposed SAC Letters or otherwise, it be routed through the Training and Inspection Division; that this division review each proposal with an eye to Bureau-wide uniformity and to prevent special rules being set up; that any disagreements which cannot be resolved be sent with reasons to Mr. Tolson's office for decision. If there is no disagreement, the recommendation or proposal should be sent to Mr. Tolson's office for consideration.

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson

DATE: 9/23/58

FROM : Executives Conference

SUBJECT: REPORT WRITING REGULATIONS
AND PROCEDURES; ELIMINATION
OF ADMINISTRATIVE DETAILForms FD-204 & FD-263

Tolson _____
Boardman _____
Belmont _____
Mohr _____
Nease _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
W.C. Sullivan _____
Tele. Room _____
Holloman _____
Gandy _____

On 7/23/58, the Executives Conference recommended, and the Director approved, that a study be made of our reporting system and the administrative procedures involved. A committee made up of representatives from all of the divisions and headed by Inspector Howard B. Fletcher of the Training and Inspection Division completed this study and submitted a draft of proposed rules and regulations for approval.

Under current reporting procedures, three different documents may be involved when results of investigation are reported: (1) investigative reports; (2) letterhead memoranda; (3) cover letters. All are individually processed for filing.

Reports have a cover sheet (form FD-263* which serves as page 1). This sheet contains information as to office of origin, title, date, period for which made, character, synopsis, status, file number, name of reporting Agent, identity of submitting field office, and designation of copies. The "details" of the report contain in narrative form a statement of essential pertinent facts arranged in proper sequence. In addition to narration of facts obtained through interview with individuals, the details of report include information on such matters as prosecutive action, opinion of U. S. Attorney, descriptions of subjects and victims, identification records, results of laboratory examinations, and similar items of pertinent informative character.

To facilitate compliance with the Jencks decision and the Jencks Bill, information which could become testimony is reported in an interview report form (FD-302); information developed by a Special Agent which could become testimony is recorded in memorandum on form SF-64; and certain record information furnished on a confidential basis pending issuance of a subpoena duces tecum is reported in a letterhead memorandum. Copies of the interview report form and the memorandum form SF-64 are utilized as pages in the investigative reports. The use of these two forms makes it possible to produce in court in a separate document the information furnished by a testifying witness, the production of an entire investigative report thus being unnecessary. Symbols are utilized in reporting information in applicant and security-type cases when it is necessary to conceal and protect Bureau sources. Reports in these matters have a dual purpose; (1) the development of information to be utilized for prosecution or administrative consideration, and (2) the development of information which could be used advantageously

1 - Mr. Clayton

1 - Mr. Tamm

Enclosures (5)

HBF:ekd

(5)

ENCLOSURE

REC-12

REC-136

*copy attached

REC-12

OCT 23 1958

66-3482

10-23-58

Revisions of FD-204, FD-263, & FD-272
noted in FBI Legal Branch
66-2435-2156

RECORDED COPY FILED IN
66-2435-2156

Executives Conference Memorandum
Re: REPORT WRITING

from an informative or intelligence standpoint. In criminal and civil-type cases, ~~T~~ symbols are not authorized because the investigative report does not have this dual purpose. The information is reported for the purpose of determining whether prosecution is proper. Evaluation of the reliability of the sources concealed by T symbols is recorded on letterhead memorandum form.* Administrative material, such as leads, references, ~~identities~~ of informants, reasons for classification of report as "top secret" or "secret," and similar miscellaneous administrative data, is set up in cover letters to investigative reports.

The proposed regulations provide for the ~~elimination of the cover letters~~ for reports substituting cover pages which will contain the administrative data now set out in the cover letters. The first cover page will be the present cover sheet of reports (FD-263). Since this form contains administrative data designed for the Bureau's use to facilitate (1) clerical processing and (2) supervision, it should not be disseminated to outside agencies. The cover pages will be assembled in one package. The first page of the investigative report will be a revision of the ~~present~~ form FD-204.* The revised form will have headings designed to facilitate the ~~dissemination~~ of reports to outside agencies, to reflect the name of the employee preparing the report, his office of assignment, the date of the report, the office file number, the Bureau file number if available, title and character of the case, and a synopsis. Subsequent pages of the investigative report will be devoted to the details. To facilitate processing and filing, the cover pages instead of being sent through as a separate communication will be stapled to the investigative reports. The letterhead memorandum setting forth the evaluation of the reliability of the T symbol sources of information will likewise be stapled to the individual copies of the investigative reports rather than sent through as an individual communication. In this respect, they are similar to cover pages.

Under the proposed regulations, we will utilize the interview report form (FD-302) and the memorandum form SF-64 as in the past. Memorandum form SF-64 will be used to record information of record confidentially obtained pending the issuance of subpoena duces tecum instead of letterhead memorandum which is now provided. The proposed rules and regulations correlate report writing rules and regulations and instructions now contained in all Bureau manuals, exceptions for individual classifications have been eliminated so far as possible, and some changes in form and assembly of reported data have been made. Matters of policy, such as those concerned with the Jencks decision, remain unchanged. The proposed regulations have been made available to the Special Agents in Charge at Washington Field, New York, Chicago, Baltimore, San Francisco, and Los Angeles. They have submitted suggestions and observations as to these regulations. These suggestions and the proposed regulations have been studied in each Division. All observations and suggestions have been resolved. Typing to clarify certain wording in the proposed regulations and to give effect to the suggestions which have been considered desirable is presently in progress.

Executives Conference Memorandum
Re: REPORT WRITING

The Executives Conference on 9/23/58, Messrs. Tolson, McGuire, Rosen, Belmont, Clayton, Parsons, Trotter, Mohr, and Tamm, having given consideration to the suggestions offered with reference to the change in our report writing regulations and procedures, unanimously approved the adoption of the proposed rules and regulations to be effective as soon as they can be furnished to the field in the form of changes in the Manual of Rules and Regulations and the FBI Handbook.

OK
9/24

~~OK~~

✓

OK
OK

FEDERAL BUREAU OF INVESTIGATION

REPORTING OFFICE	OFFICE OF ORIGIN	DATE	INVESTIGATIVE PERIOD
TITLE OF CASE	REPORT MADE BY		TYPED BY
	CHARACTER OF CASE		

SYNOPSIS:

APPROVED	SPECIAL AGENT IN CHARGE	DO NOT WRITE IN SPACES BELOW		
COPIES MADE:				

PROPERTY OF FBI—This report is loaned to you by the FBI, and neither it nor its contents are to be distributed outside the agency to which loaned.

FEDERAL BUREAU OF INVESTIGATION
INTERVIEW REPORT

Interview with _____ File # _____

on _____ at _____

by Special Agent _____

Property of FBI - This report is loaned to you by the FBI, and neither it nor its contents are to be distributed outside the agency to which loaned.

Office Memorandum • UNITED STATES GOVERNMENT

TO :

DATE:

FROM :

SUBJECT:



UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION

WASHINGTON 25, D. C.

*In Reply, Please Refer to
File No.*

Letterhead

UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION

Copy to:

Report of:

File Number:

Title:

Character:

Synopsis:

/

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson

DATE: 10/6/58

FROM :

SUBJECT:

* MAINTENANCE OF INSERTS
ADMINISTRATION OF FILES

Tolson _____
 Nichols _____
 Boardman _____
 Belmont _____
 Mohr _____
 Parsons _____
 Rosen _____
 Tamm _____
 Trotter _____
 Nease _____
 Tele. Room _____
 Holloman _____
 Gandy _____

Investigative Reports

The insert form of reporting has been utilized in the Bureau many years, particularly in major cases, such as kidnaping. To facilitate compliance with the Jencks decision and the Jencks Bill, the insert system of reporting was encouraged, by reason of the fact that copies of the interview reports (FD-302) and the standard memorandum forms (SF-64) were to be used as pages in reports. The copies thus constitute inserts as described and provided for in our regulations relating to the preparation of communications.

At the present time the Manual of Rules and Regulations does not describe the manner in which inserts for investigative reports are to be maintained and charged out. It is normal practice when an insert has been typed to return it to the Special Agent who caused it to be prepared. He retains it until he prepares a communication in which the insert is to be utilized as pages. He maintains this type of material in an envelope in his file drawer, work box, or in his briefcase. The only evidence of its existence is a dictation slip (FD-77, copy attached) in the file which reflects that the material has been dictated and transcribed. The dictation slip in the file is not fastened in the file in such a manner as to make reasonably certain that it will remain in the file. It is simply pushed under the front cover, held in place by friction and pressure.

It is proposed that definite regulations be set forth in the Manual of Rules and Regulations as to the maintenance and charge out of inserts.

To insure accountability for this file material, it is suggested that at the time an insert is typed, that the stenographer make the appropriate notations on the dictation slip reflecting that the typing has been completed. The dictation slip will be stapled to a regular charge-out slip (FD-5, copy attached). The name of the Agent to whom the insert is being forwarded will be set

- 1 - Mr. Mohr (with enclosures)
- 1 - Mr. Rosen (with enclosures)
- 1 - Mr. Belmont (with enclosures)

Enclosures

HBF:njs

53 NOV 6 1958

ENCLOSURE

REC-21

7

187/75

OCT 30 1958

66-1934

2157

2

fmb

UNRECORDED COPY FILED IN

66-1934-75

Memorandum to Mr. Tolson
Re: Maintenance of Inserts
Administration of Files

out as the individual to whom the insert is charged out. The Agent receiving it will be authorized to hold it 45 days in the same manner as any other serial. If the insert consists of the original and copies of the ~~Interview Report Form~~ or Standard Form 64 as described above, the Agent may approve the originals and forward them for filing in the file, retaining the copies as inserts, or he may return both the original and the copies to the Chief Clerk's Office to be maintained with the file. The originals of the Interview Report Form and the memorandum forms shall be filed in keeping with the rules and regulations. Inserts to be maintained in the file shall be placed in a metal-clasp manila envelope and the contents of the envelope clearly marked thereon. Such envelope shall be filed at the top of the file. If the Agent retains the copies, sends the original only in for filing, the Chief Clerk's Office shall make proper notation on the charge-out slip to which is stapled the dictation slip. If both the original and the copies are forwarded for filing, then, of course, the charge-out slip can be destroyed. Inserts can be charged out of the file by description when necessary. The stenographer or typist using the inserts as pages in a communication shall note on the pertinent charge-out slip (FD-5) the fact the insert has been included in a communication of a certain date. When the file copy of the communication is filed, such charge-out slips shall be destroyed.

The foregoing suggestions relating to the maintenance and charge out of inserts are in keeping with current regulations concerning the maintenance and charge out of file material in field offices. The suggestions are not concerned with any changes in policy.

RECOMMENDATION:

That a uniform procedure for the maintenance and charge out of inserts as suggested be approved. The proposed changes in the Manual of Rules and Regulations to give effect to this suggestion are attached for approval. Also attached are changes for Field Stenographers Manual.

F WJ CS V JPH
15718

Dictation Slip
FD-77 (Rev. 3-12-58)

File Number

Agent

☐ Letter ☐ Airtel
☐ Report ☐ Insert
☐ Memo ☐ Form #

Copy Work
(pages)

☐ Exp. ☐ RUC ☐ C ☐ P

☐ Dictation ☐ Rough Draft
☐ Dictaphone

Remarks:

66-3935-2157

Steno or Typist

Date

ENCLOSURE

File - Serial Charge Out
FD-5 (1-28-57)

FILE _____ Date _____
Class. Case No. Last Serial

☐ Pending ☐ Closed

<u>SERIAL #</u>	<u>Description of Serial</u>	<u>Date Charged</u>
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

Employee

RECHARGE

Date _____

To _____ From _____

Employee
ENCLOSURE

Location

11-2157

File

October 6, 1958

PROPOSED CHANGES IN
MANUAL OF RULES AND REGULATIONS

Part II, Section 3 D 2 o, page 7a, Manual of Rules and Regulations should be amended to read as follows:

- o. Inserts shall be maintained in a manila metal-clasp envelope immediately under the file cover. The envelopes shall be clearly marked as to contents. Inserts shall be charged out by description.

Part II, Section 3 D 4 a (7), page 11a, Manual of Rules and Regulations should be amended to read as follows:

- (7) When an insert is typed, the stenographer or typist will make appropriate notations on the dictation slip, FD-77, and staple it to an FD-5. The name of the Agent to whom the insert is being forwarded shall be set out as the person to whom the insert is charged out. This same procedure shall be followed if the insert consists of the original and copies of an Interview Report form or standard memorandum form SF-64. Employee receiving the insert is authorized to retain it 45 days as in the case of serials. If forwarded to Chief Clerk's Office to be maintained in the file, inserts they shall be placed in a manila metal-clasp envelope and the contents of the envelope clearly marked thereon, with the exception that the originals of the Interview Report forms and the standard memorandum forms SF-64 shall be filed in keeping with regulations concerning their maintenance. When an insert has been utilized as pages in a communication, the stenographer or typist shall make note of the fact that the insert was included in a communication of a given date on the FD-5. When the file copy of the communication is filed, the charge-out slips relating to the inserts shall be destroyed. The manila envelope used to maintain the insert may be destroyed after it has served its purpose.

*Manila
envelope
for*

*1 aut. 10-15-58
10-1-58*

66-2435-2157

2-fol

File

October 6, 1958

PROPOSED CHANGE IN
FIELD STENOGRAPHERS MANUAL

Section 4 C, Field Stenographers Manual, should be amended by adding an item 3 at top of page 24.

3. Inserts

When typed, make proper notations on FD-77 and staple FD-77 to an FD-5 and charge out insert to Agent to whom insert is sent. Follow same procedure when insert consists of original and copies of an interview report (FD-302) or memorandum form SF-64. When insert used as pages in a communication make note on the pertinent FD-5 of fact insert included in a named communication of a given date. The FD-5 will be destroyed in CCO when the communication is filed. Manila metal-clasp envelopes used to maintain inserts shall be destroyed after they have served their purpose.

~~6-1-77~~

Manual
revised
mpon

66-2435-2157

2-11-77

SAC, San Juan (88-799)

10/28/58

REC- 65

Director, FBI

2158
FUGITIVE CASES
SAN JUAN DIVISION

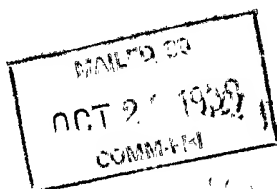
Reurlet 10/16/58.

A caution statement is appropriate as long as the reason for same exists. A subject in custody cannot be considered armed. You point out the possibility that subject could be released on bond without this being brought to the attention of the Bureau. The fact that a subject is released on bond would have no bearing on the pertinency of a caution statement inasmuch as the Bureau has no responsibility towards his location unless he fails to appear in accordance with his bond. If subject failed to appear and a fugitive investigation was instituted it would, of course, be incumbent to set forth appropriate caution statements at that time. You are aware, of course, that some caution statements may continue to be pertinent even though the subject is in custody such as suicidal tendencies.

You should be guided by the foregoing in the future.

ABE:rap
(5)

Tolson _____
Nichols _____
Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____



MAIL ROOM ☐

Office Memorandum • UNITED STATES GOVERNMENT

TO : DIRECTOR, FBI

DATE: 10/16/58

FROM : SAC, SAN JUAN (88-799)

SUBJECT: FUGITIVE CASES
SAN JUAN DIVISION*Investigative Report*

Re report of SA [redacted] dated 9/23/58,
at San Juan entitled [redacted] was.; ET AL -
ITLT." Re 0-17 from Bureau dated 10/8/58.

W Referenced report sets forth the apprehension of
[redacted] was; his arraignment before
U. S. Commissioner on 8/19/58 and the fact that he was
remanded to custody of U. S. Marshall in lieu of \$5,000
bond. This report also contains statement [redacted] MAY
BE CARRYING GUN AND SHOULD BE CONSIDERED ARMED AND
DANGEROUS."

b6
b7c

Referenced 0-17 reflects "caution statement
inappropriate since [redacted] is in custody."

The possibility exists that subjects in custody
may post bond at any time, without this fact being
brought to the attention of the FBI immediately. Accord-
ingly, the views of the Bureau are being sought as to
whether the caution statement should not appear in all
reports until subjects sentenced in United States Dis-
trict Court or case closed for some other reason.

2 - Bureau
2 - San Juan
(cc: 144-53)
AWO:aej
(4)

EX. 132

REC-65

66-243-2158

*Letter to San Juan
10-28-58
Ase: [unclear]*

[Handwritten signatures and stamps]

577-59
Date

October 22, 1958

To:

Director, FBI

From: (Suggester's name)

SA LAWRENCE F. WIRICK, JR.

Division of Assignment

EL PASO

SUGGESTION Change the Manual of Rules and Regulations, Part II, Section 4, entitled Communications, Page 18, regarding Cover Letters, Paragraph XI, to read as follows:

If identities of any sources are concealed in reports concerning security of Government employees, loyalty of employees of the United Nations and other public international organizations, applicant (excluding Bureau applicants) and related-type investigations, security-and-espionage type investigations, (or conscientious objector cases,) it is the agents responsibility to carefully consider each source concealed and to utilize T symbols only in those instances where the identities of informants or sources must be concealed.

INVESTIGATIVE REPORTS ~~EXP. PROC.~~
OCT 27 1958

Current practice or rule (Include manual citation as well as facts)

Currently the underlined portion above reads, "... the (cover letter) to such reports must contain statement to effect careful consideration was given to each source concealed and T symbols were utilized only where identities must be concealed."

Advantages of suggestion and annual savings (Include basis for estimate)

ADVANTAGES:

1. The administrative material in Cover letters is no longer part of the report.
2. Agents' responsibility will remain unchanged.
3. SAVINGS: Elimination of an administrative paragraph in all cover letters covered by the change.
 - (a) Agents' dictation and proofreading of an estimated 26-word paragraph eliminated.
 - (b) Stenographers estimated time for transcription, typing and proofreading, based on a timed test, 39 seconds saved per cover letter.
 - (c) Paper saved - Approximately one inch of paper per cover letter or one page of paper for every eight letters.

b7D

Disadvantages of suggestion

DISADVANTAGES:

NONE

66-2435-
NOT RECORDED
167 NOV 21 1958

(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States)

☒ Mr.

☐ Mrs.

☐ Miss

SA Lawrence F. Wirick, Jr.

Signature and Title of Suggester

Recommendations and comments of Division Head

I believe this suggestion has merit as it would cut down on typing and, since agents are required not to carry any one under T symbol unless they must be concealed, it is not believed necessary to restate this in each instance.

Signature and Title

(Do not write in this space - for Bureau use only)

ack. 10-31-58 J.D. Jfb
Refd. Involat., Domestic Intelligence
10-30-58 Jfb

Memo C. H. Stanley to Mr. Rosen

11/4/58 - JFC:del

1958

ORIGINAL COPY FILED IN

b6
b7C

SUGGESTION NUMBER 577-59

Domestic Intelligence Division recommends against adoption of this suggestion. It is believed that present Manual provision requiring statement in cover letter that T symbols were used only where identities must be concealed is desirable since this directs the attention of the Agent in each instance to the necessity of giving the matter such consideration and enables Seat of Government to determine that such consideration has, in fact, been given. In addition, in security-type investigations, no savings whatever would result since Form FD-305 already contains the recitation and the only action required is the placing of an "X" mark in the appropriate block on the form.

JHJ
awh
JJH:baw

*File
2-10-59*

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tamm

DATE: 10/16/58

FROM : H. B. Fletcher

SUBJECT: REMOVAL OF DATA FROM
BUREAU MANUALS

INVESTIGATIVE REPORTS

In connection with the manual revisions on report writing going on at the present time; the following characters appear to serve no purpose:

- 2 Export Control Act
- 41 Explosives
- 46 Surplus Property Act
- 62 Black Market in Railroad Tickets
- 62 Civil Aeronautics Act
- 62 OPA Violations
- 68 Alaskan Matters
- 81 Hoarding of Gold
- 96 Alien Employment in Military Aircraft Plants
- 99 Plant Survey
- 101 Internal Security - Hatch Act
- 102 Voorhis Act
- 104 Servicemen's Dependents Allowance Act of 1942
- 106 Alien Enemy Control
- Escaped Prisoners of War
- 107 Denaturalization Proceedings
- 118 Applicant - Central Intelligence Agency
- 129 Evacuation Claims

Tolson _____
 Nichols _____
 Boardman _____
 Belmont _____
 Mohr _____
 Parsons _____
 Rosen _____
 Tamm _____
 Trotter _____
 Nease _____
 Tele. Room _____
 Holloman _____
 Gandy _____

RECOMMENDATION:

It is recommended that Records and Communications, Investigative, and Domestic Intelligence Divisions advise as promptly as possible as to the above in order that the manual revisions pertaining to report writing can be put in final form.

- 1 - Mr. Belmont
- 1 - Mr. Nease
- 1 - Mr. Rosen

REC-91

66-2431-2160

HBf:ekd
 (5)

NOV 12 1958

EX 105

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Rosen *[Signature]*

DATE: October 21, 1958

FROM : W. B. Welte *[Signature]*

Tolson _____
 Boardman _____
 Belmont _____
 Mohr _____
 Nease _____
 Parsons _____
 Rosen ☒
 Tamm ☒
 Trotter _____
 W.C. Sullivan _____
 Tele. Room _____
 Holloman _____
 Gandy _____

SUBJECT: *INVESTIGATIVE REPORT*
REMOVAL OF DATA FROM BUREAU MANUALS

In accordance with the memorandum from Mr. Fletcher to Mr. Tamm of October 16, 1958, concerning the captioned matter, a check has been made with each section in the Investigative Division. *[Signature]*

There is no objection to eliminating any of the characters listed in the memorandum from Mr. Fletcher with two exceptions. The Accounting and Fraud Section has requested that "46-Surplus Property Act" and "129-Evacuation Claims" be continued in the manual.

With your approval, this memorandum should be routed to the Training and Inspection Division for its information.

OJK:ige

(3) *[Signature]*

EX-111

REC-91

66 2135-2161

50 NOV 12 1958 *[Signature]*21 *[Signature]*

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. A. H. Belmont

DATE: October 22, 1958

FROM : Mr. J. F. Bland

SUBJECT: REMOVAL OF DATA FROM
BUREAU MANUALS

1 - Mr. Belmont
1 - Mr. Tamm
1 - Mr. Fletcher
1 - Mr. Baumgardner
1 - Mr. Bland
1 - Mr. Putnam

Tolson _____
Boardman _____
Belmont _____
Mohr _____
Nease _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
W.C. Sullivan _____
Tele. Room _____
Holloman _____
Gandy _____

Re memorandum Mr. Fletcher to Mr. Tamm, 10-16-58.
The Domestic Intelligence Division concurs with the recommendation of Mr. Fletcher that the following characters, over which the Domestic Intelligence Division has had investigative jurisdiction, appear to serve no purpose and can be deleted from the Manual of Rules and Regulations:

2. Export Control Act
96. Alien Employment in Military Aircraft Plants
99. Plant Survey
106. Alien Enemy Control
107. Denaturalization Proceedings

Inasmuch as the character, 102 - Voorhis Act, is still in effect and in view of the possibility that the Department may choose to prosecute under this Act, it is recommended that references to this Act be retained.

EX-101

REC-91

66-2435 2162

PDP:ef
(7)

50 NOV 12 1958

27

66-2435-2163

CHANGED TO

66-19066-25

APR 15 1959

NS

C

SAC, San Juan (66-235)

11/13/58

REC-61

Director, FBI (66-2435) *2164*

7/3
REPORT WRITING
IR FORM FD-302 AND SF-64

Reurlet 11/6/58 requesting information as to whether there is any objection to a spread of time between "date dictated" and "date typed" on SF-64's and/or FD-302's.

The Bureau's rules regarding the transcription of dictation have not been changed. If you do not know how many copies of FD-64's or FD-302's are necessary, you should make a minimum of 10. Information obtained does not become superfluous with the passage of time. Rough drafts should not be held by Agents but should be transcribed within the prescribed period.

LAF:mcc
(4)

Tolson _____
Nichols _____
Boardman _____
Belmont _____
Mohr _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
Nease _____
Tele. Room _____
Holloman _____
Gandy _____

MAIL ROOM ☒

1/3

Office Memorandum • UNITED STATES GOVERNMENT

TO : Director, FBI

FROM : SAC, San Juan (66-235)

SUBJECT: REPORT WRITING
IR FORM FD-302 AND SF 64

DATE: 11/6/58

The contemporaneous dictating or rough drafting of SF 64 and/or FD-302 with interview of subject or witness has raised a question in this office.

The hypothetical situation has been discussed wherein an Agent, while conducting an involved investigation, will receive numerous SF 64's and/or FD-302's from other Agents working on case. It would not be known (1) how many copies of these forms would be necessary, or (2) whether detailed information appearing on rough drafts will, prior to preparation of report, become superfluous. It is presumed in cases of rough drafts that date rough drafted is date of dictation of a particular SF 64 or FD-302. If rough drafts are held by Agent to whom case assigned until report is dictated, this will result in a spread of time between date of the SF 64 and/or FD-302 and the date dictated.

The Bureau is requested to advise if there is any objection to a spread of time between "date dictated" and "date typed".

- ② - Bureau
1 - San Juan

JFS:mls
(3)

*cc retained by T&D Div.
200 San Juan re report writing
11-13-58 JAF:mls*

EX-102

REC-61

66-2435-2164
NOV 17 1958*200*

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. A. Rosen

DATE: November 4, 1958

FROM : C. H. Stanley

Tolson _____
Boardman _____
Belmont _____
Mohr _____
Nease _____
Parsons _____
Rosen _____
Tamm _____
Trotter _____
W.C. Sullivan _____
Tele. Room _____
Holloman _____
Gandy _____

SUBJECT: RECOMMENDED CHANGE OF MANUAL OF RULES
AND REGULATIONS TO PLACE RESPONSIBILITY
FOR USE OF T SYMBOLS ON REPORTING AGENT
SUGGESTION #577-59

INVESTIGATIVE REPORTS

The Employees Security Section disagrees with the suggestion made by the El Paso Office that the Manual of Rules and Regulations be amended to delete the requirement that the cover letter to a report containing T symbols contain a certification that the use of T symbols was held to an absolute minimum. In lieu thereof, it was recommended that the manual reflect in effect that it is the responsibility of the reporting agent to insure that T symbols are used only where identities must be concealed. Employee Suggestion form FD-252 is attached.

Part II, Section 4, page 18, paragraph XI, of the Manual of Rules and Regulations, contains the following instructions:

"If identities of any sources are concealed in reports concerning security of Government employees, loyalty of employees of the United Nations and other public international organizations, applicant (excluding Bureau applicants) and related-type investigations, security- and espionage-type investigations, (or conscientious objector cases,) the (cover letters to) such reports must contain statement to effect careful consideration was given to each source concealed and T symbols were utilized only where identities must be concealed."

SA Lawrence F. Wirick, Jr., of the El Paso Office has recommended that the above-quoted instructions be rescinded making it "the agents responsibility to carefully consider each source concealed and to utilize T symbols only in those instances where the identities of informants or sources must be concealed."

In view of the often repeated charges of "faceless informers" and the right of the accused to be faced by his accuser, the Bureau put the above rule in effect to insure that the identity of the person furnishing information was disclosed wherever possible. The use of the above-quoted certification in cover letters transmitting reports serves to emphasize and impress on each agent the necessity of keeping the use of T symbols to an absolute minimum. The certification on the cover letter places the responsibility on the SAC or other

Enclosure

NOT RECORDED, ROOM 3250
167 NOV 21 1958

14 NOV 19 1958

JFC:dib

-6-

Personal file of SA LAWRENCE F. WIRICK, JR., (sent separately)

ORIGINAL COPY FILED IN

Memorandum to Mr. A. Rosen
RE: RECOMMENDED CHANGE OF MANUAL OF RULES AND REGULATIONS

approving official to insure that no unnecessary T symbols appear in the report. In this way the SAC or approving official is held strictly accountable for the number of T symbols utilized in any one report. While it is true as pointed out by the El Paso Office that the elimination of the above-quoted certification on cover letters would save on typing, transcription and dictation time, it is felt that the value of this rule as it now stands would more than compensate for the time utilized in physically preparing this certification. The suggestion of the El Paso Office, if adopted, would defeat the purpose of the rule.

RECOMMENDATION:

It is the recommendation of the ~~Investigative Division~~ ^{Investigation} that the El Paso Office's suggestion not be adopted.

It is recommended that this memorandum be referred to the Training and Inspection Division.

47c
Ross
ADDENDUM BY TRAINING AND INSPECTION DIVISION: 11/10/58 - AGG:ceh *ceh*

Domestic Intelligence and Training and Inspection Divisions agree that the suggestion should not be adopted. If recommendation is approved, no further action is necessary inasmuch as SA Wirick was thanked by letter 10/31/58 for having made his suggestion available.

Warrick *Heine* *JD*

5-7
11/4/58
SAC LETTER NO. 58-70

(D) REPORTS WRITING -- In the immediate future, inserts for the Manual of Rules and Regulations and the FBI Handbook will be forwarded which will set forth rules and regulations applicable to report writing. Rules and procedures which relate to report writing have been correlated, reworded for the purpose of clarification, and changed in the interests of eliminating administrative detail and to provide uniformity. All other rules on report writing in any Bureau manual are superseded by those set forth in the inserts and in due course will be deleted from the manuals.

Changes applicable to report writing will be apparent upon careful reading of the inserts. All personnel concerned with report writing procedures shall afford the new rules and regulations careful study.

Prominent among the changes are the replacement of cover letters by cover pages, the change in the use of form FD-263 and its contents, and the addition of a revised form FD-204 as the first page of an investigative report. The cover pages will contain the same administrative data formerly set forth in cover letters. The cover pages will be removed before a report is disseminated. The first cover page will be FD-263 and will not contain a synopsis. The synopsis of the report will be set forth on the revised form FD-204.

Your particular attention is directed to the new rules concerning titles, the dictation deadline of five days for the reporting of information which may become testimony, the new investigative period on reports, the contents of the synopsis, the use of inserts by auxiliary offices in reporting results of investigation under certain circumstances, the rule that

the name of an Investigative Clerk may be set forth in a report in the same manner as that of a Special Agent or a Special Employee, and the rule that "aka" is to be used in place of "wa" in all cases.

A supply of revised form FD-204 is being furnished each field office. Upon receipt of the supply of this form, you should prepare necessary requisitions to insure that your supply is adequate. It is anticipated that the needs of your office will be very similar to the requirements for your office in the past for form FD-263. The new report writing rules and regulations are effective as soon as the supply of revised form FD-204 and the inserts for the Manual of Rules and Regulations and FBI Handbook are received by the field. Until the present supply of FD-263 is exhausted, the word "Synopsis" appearing thereon should be crossed out. 66-2435-

Agents attending In-Service training should be prepared to present any questions or problems arising in the application of the new report writing rules so that they are promptly resolved.

SEE REVERSE
SIDE FOR
CLASSIFICATION
ACTION

ORIGINAL FILED IN 66-04-2797

57 NOV 19 1958

Office Memorandum • UNITED STATES GOVERNMENT

TO : MR. NEASE

DATE: 11-6-58

FROM : W. G. EAMES
ReportsSUBJECT: SUGGESTION #465-59
RECORDS BRANCH STREAMLINING COMMITTEE

Tolson	_____
Boardman	_____
Belmont	_____
Mohr	_____
Nease	_____
Parsons	_____
Rosen	_____
Tamm	<input checked="" type="checkbox"/>
Trotter	_____
W.C. Sullivan	_____
Tele. Room	_____
Holloman	_____
Gandy	_____

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b7C

SUGGESTION: [redacted] a GS-5 employee assigned to the Classifying Unit of the Records Branch, has suggested through the Streamlining Committee that the field offices be required to set forth in the administrative section of the cover letter to a report the names of individuals mentioned in the report who are on the Security Index under a heading captioned "Security Index Subjects."

PRESENT PROCEDURE: At the present time employees in the Classifying Unit refer to the Security Index list to determine whether an individual mentioned in a report is on the Security Index. If the individual is on the Security Index a small "SI" (Security Index) is placed on the mail immediately adjacent to the name. She noted that occasionally a Security Index subject is referred to in a report by a nickname or variation of the true name and the Classifying Unit employee encounters difficulty in determining whether the person mentioned is actually a Security Index subject.

ADVANTAGES: She advised that the adoption of her suggestion would eliminate the necessity of the Classifying Unit employees maintaining a list of Security Index subjects. It would also eliminate the problem of a Classifying Unit employee determining whether a name questioned in a report is actually a Security Index subject. She believes that it would also enable the supervisors at the Seat of Government to be more fully aware of the fact that relatives, friends or acquaintances of the subject of a Bureau report are Security Index subjects.

CONCLUSIONS: The Records Branch does not favor the adoption of the afore-mentioned suggestion. It is believed that the adoption of the afore-mentioned suggestion would create additional work in the

TBC:bpr
(5)

1 - Personnel file of [redacted]

REG-21

66-2435-2165

b6
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20 NOV 17 1958

Enclosure - sent 11/13/58

EX-102

50 NOV 19 1958

(Con't on next page)

Memo W. G. Eames to Mr. Nease
Re: Suggestion #465-59
Records Branch Streamlining Committee

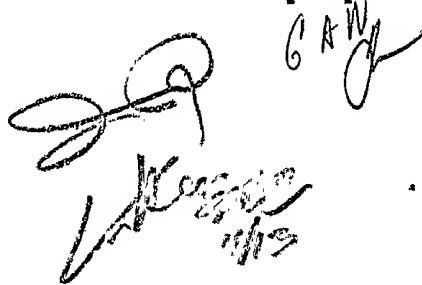
11-6-58

various field offices and would tend to create additional confusion in the preparation of reports in the field offices at a time when we are attempting to simplify the report writing system. It is believed that it is the responsibility of the Classifying Unit to decide if the names are variations of names on Security Index lists and to index the name according to the information set forth in the report.

RECOMMENDATION:

(1) Unfavorable.

(2) For referral to the Training and Inspection Division for proper acknowledgement. Enclosed letter prepared by Training and Inspection Division.

Handwritten signatures and initials, including "GAW" and "W. G. Eames".

Date

October 21, 1958

To:

Director, FBI

From: (Suggester's name)

SA EDWARD M. NALLY, JR.

Division of Assignment

Albany Division

SUGGESTION Make an exception to the Bureau rule that everything that appears in Synopsis has to be reflected in the Details of the report, by eliminating the practice of including the so-called "Caution Statement" in the details of the report.

REPORTS

Current practice or rule (Include manual citation as well as facts)

Bureau rule requires that everything included in Synopsis must be reflected in details of report.

Advantages of suggestion and annual savings (include basis for estimate)

The present Bureau rule requires that the "Caution Statement" has to be the last thing in the Synopsis and has to be in capital letters and underlined. This is a sufficient flag. The practice of repeating the same thing in the details of the report serves no useful purpose other than to create additional work for the stenographer. Annual savings cannot be estimated, but field wise should be considerable, and would increase steno productivity.

Disadvantages of suggestion

None.

(The use by the United States of my suggestion shall not form the basis of a further claim of any nature by me, my heirs, or assigns upon the United States)

☒ Mr. ☐ Mrs. ☐ Miss

Signature and Title of Suggester

Recommendations and comments of Division Head Unfavorable. Multiplicity of rules and exceptions complicate administration. Retention per practice rather than making another exception to rules.

Signature and Title

(Do not write in this space - for Bureau use only)

act 10/15/58 - C...
James O. Lamm Jr. - SAC
11/15/58 - C...

cc-designated for
encls pers file

REC-72

EX-133

66-2435-2166

11-18
OCT 29 1958

OCT 29 1958

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. Tolson

DATE: 11/12/58

FROM : Q. Tamm

SUBJECT: SUGGESTION #583-59
SUBMITTED BY SA EDWARD M. NALLY, JR.
ALBANY DIVISION

Tolson _____
 Nichols _____
 Boardman _____
 Belmont _____
 Mohr _____
 Parsons _____
 Rosen _____
 Tamm _____
 Trotter _____
 Nease _____
 Tele. Room _____
 Holloman _____
 Gandy _____

SUGGESTION: Make an exception to the general practice that everything that appears in a synopsis of a report must be included in the details of the report by eliminating the practice of stating in the details of the report that a subject is considered armed and dangerous or has suicidal tendencies.

PRESENT PROCEDURE: Bureau regulations require that information that subject is considered armed and dangerous or has suicidal tendencies with the basis for such conclusion is to be set forth in the synopsis of the first report setting forth such information and in the synopses of all subsequent reports and cover letters as long as the condition exists. There is a general practice, although not specifically spelled out in the manuals, of placing this caution statement in the details of reports.

ADVANTAGES STATED: Savings of stenographic time.

OBSERVATIONS: SAC Cornelius, Albany, recommends unfavorably. He feels that multiplicity of rules and exceptions complicate administration and that the present practice should be continued rather than making another exception to the general rules.

Training and Inspection Division agrees with SAC Cornelius. Although the manuals do not specifically state that the caution statement should appear in the details of reports, it is the practice to do so in the field and it appears that the practice is desirable in emphasizing the fact that a subject is considered dangerous.

RECOMMENDATION: That the suggestion not be adopted. No further action necessary as SA Nally was thanked by letter 11/4/58 for his suggestion.

ceh
(3)

REC-72

13 NOV 18 1958

1 - Personnel file of SA EDWARD M. NALLY, JR. (sent separately)

(6) NOV 21 1958

2167

FEDERAL BUREAU OF INVESTIGATION
FOIPA
DELETED PAGE INFORMATION SHEET

No Duplication Fees are charged for Deleted Page Information Sheet(s).

Total Deleted Page(s) ~ 10

Page 92 ~ Duplicate

Page 93 ~ Duplicate

Page 94 ~ Duplicate

Page 95 ~ Duplicate

Page 129 ~ Referral/Direct

Page 130 ~ Referral/Direct

Page 131 ~ Referral/Direct

Page 132 ~ Referral/Direct

Page 133 ~ Referral/Direct

Page 185 ~ Referral/Direct